

**City of Los Angeles**



# **EMERGENCY OPERATIONS PLAN**

November 2018



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## FORWARD

The City of Los Angeles has long been a leader in preparing for emergencies and disasters, both natural and human-caused. The City's role in emergency management dates back to the early 20th century, and catastrophic events such as the 1933 Long Beach earthquake highlighted Los Angeles's significant disaster risk. Today, serious terrorist threats and actions around the world compound the City's need for readiness beyond natural disasters. Here's a brief look at the progression of emergency management in Los Angeles.

**1933 Field Act** of 1933 following the Long Beach earthquake marked a significant step in the advancement of earthquake-resistant building design.

**1980 Los Angeles Emergency Ordinance** adopted by the City, establishing the City's multi-agency Emergency Operations Organization (EOO). The Los Angeles Emergency Ordinance describes the duties and responsibilities of various departments, boards, commissions and officers of the City of Los Angeles when functioning as part of the emergency operations forces of the City, and provides the means whereby cities may cooperate with, and assist in preparing for and coping with a local emergency.

**1980 Emergency Operations Organization (EOO)** created by Mayor Tom Bradley as a result of the lessons learned in the 1971 Sylmar/San Fernando Earthquake. In creating the Emergency Operations Organization (EOO), the Mayor and City Council recognized that in response to a disaster there must be a unified and streamlined chain of command to coordinate all the City's resources to meet immediate threats to life and property. The EOO is the agency responsible for the City's emergency preparations (planning, training and mitigation), response and recovery operations. The EOO is composed of the Emergency Operations Board (EOB), the Emergency Management Committee, Emergency Management Committee Subcommittees, the Emergency Management Department (EMD) acting as EOO Coordinator, and participating City departments and outside agencies.

**Emergency Operations Board (EOB)** formed to supervise the EOO during all periods of emergency preparation, response and recovery. The Emergency Operations Board (EOB) issues instructions to the chiefs of the EOO and enforces all necessary rules and regulations necessary for its governance. The EOB is composed of the Chief of Police, Fire Chief, and the heads of 15 City departments and offices.

**1994 Standardized Emergency Management System (SEMS).** The City's Emergency Operations Organization (EOO) was reorganized to comply with the Standardized Emergency Management System (SEMS). With the Incident Command System at its foundation, SEMS emphasizes a standard organizational structure and terminology at all emergency management levels. The system was designed to enhance coordination among response organizations and facilitate the flow of emergency information and resources within and between the organizational levels.

**1996 Los Angeles General Plan Safety Element** of the City's General Plan is a general long range guide for the preparation or revision of the City's natural disaster mitigation, preparedness and recovery plans prepared and maintained by the City's EOO. The EOO plans are intended to be implementation tools of the City General Plan Safety Element. The Safety Element and the EOO plans constitute the City's comprehensive disaster safety planning and natural hazard mitigation program.

**2000 Emergency Management Department (EMD)** was established by ordinance. The Emergency Management Department (EMD), formerly known as the Emergency Preparedness Department, is responsible for the coordination of the City's emergency planning, training, response, and recovery efforts during major disasters, such as fires, floods, earthquakes, acts of terrorism, and for major planned events in the City that require involvement of multiple City departments. EMD is also responsible for operational readiness of the City's EOC.

**2004 National Incident Management System (NIMS)** was released by the United States Department of Homeland Security's (DHS) Federal Emergency Management Agency (FEMA). The National Incident Management System (NIMS) identifies concepts and principles that answer how to manage emergencies from preparedness to recovery regardless of their cause, size, location or complexity. NIMS provides a consistent, nationwide approach and vocabulary for multiple agencies or jurisdictions to work together to build, sustain and deliver the core capabilities needed to achieve a secure and resilient nation. The City utilizes NIMS to organize emergency response at different levels of operations, as well as within the EOO divisions.

**2009 Emergency Operations Center (EOC)** is opened. The EOC is the focal point for coordination of the City's emergency planning, training, response and recovery efforts. EOC processes follow the National All-Hazards approach to major disasters and major planned events.

### **Recent Trends in Los Angeles' Emergency Management**

Since 1996, a variety of emerging trends have influenced emergency management, including an increasing diversity of California's population, greater vulnerability to floods and wild land fires as development expands, and the need for more emphasis on disaster recovery and hazard mitigation efforts to reduce disaster impact. At the national level, significant events such as Hurricane Katrina captured the world's attention and have widely influenced emergency management today.

### **Los Angeles' Terrorism Preparedness**

**2001** Perhaps most notable is the evolution of terrorism preparedness. While it had been a focus in prior years, terrorism prevention and preparedness fundamentally changed following the September 11, 2001 terrorist attacks in New York, Washington, D.C. and Pennsylvania. Congress enacted the Homeland Security Act of 2002 establishing the federal Department of Homeland Security to prevent, protect against and respond to acts of terrorism in the United States.

**2005 Los Angeles' Office of Public Safety and Homeland Security** was established by the Mayor's Office to transform the City into a world-class model for crime prevention, counter-terrorism, and emergency preparedness. The Office of Public Safety and Homeland Security coordinates security activities throughout Los Angeles which includes reducing crime and improving the City's capability to reduce crime; improving the City's and residents' capacity to respond to an emergency; improving prevention and deterrence of terrorism; increasing trust among the community; and reducing gang crime and youth participation in gangs.

**2011-2012 Mayor's Executive Directives** are issued and address emergency management in the City. The following executive directives outline the legal authority and responsibility of City government to ensure that emergency planning, preparedness, response, and recovery activities exist to mitigate the effects of a disaster or an emergency impacting City infrastructure, residents, business and governmental service delivery.

- Executive Directive Number 15: Emergency Management
- Executive Directive Number 16: Disaster Service Workers
- Executive Directive Number 17: Emergency Operations Center
- Executive Directive Number 18: National Incident Management System
- Executive Directive Number 19: Mayor's Emergency Response Council
- Executive Directive Number 23: Individuals with Disabilities and Access and Functional Needs



## **PLAN DEVELOPMENT AND MAINTENANCE**

This Plan has been developed to provide guidance and structure to the City of Los Angeles Emergency Management Department.

This Plan is developed in cooperation and with input from the City departments with primary response or support activities, as well as input from appropriate non-City agencies with identified activities related to response from small to large scale emergency situations associated with natural disasters or human-caused emergencies.

This Plan is developed to describe the overall citywide response functions and capabilities, and is to be used by each department identified within this Plan to develop their own standardized operating procedures (SOPs) specifically for their department to direct tactical operations. When developing SOPs, each department is to take into consideration all of the activities identified in this Plan directly related to their own department, as well as how those activities interact with, support, or require support from other departments identified within this Plan. Departments must ensure that their SOPs are inclusive of planning for people with disabilities and others with access and functional needs. If, at any time, any department identifies a conflict in how their field response or support activities are performed in comparison to what is described in this Plan or identifies a conflict between their listed activities and/or responsibilities within this Plan and how they relate to or support another department's listed activities, such conflict is to be immediately reported to the Emergency Management Department – Planning Division.

If, at any time, a department, agency, or stakeholder to this Plan changes, develops, or amends any policy, procedure, or operation that will change or affect the contents of this Plan, that entity is to immediately notify the Emergency Management Department– Planning Division.

This Plan is to be corrected immediately upon notification or observation of any operational errors or conflicts. Such corrections are to be reflected within the Record of Changes.

Every other year, a formal review of this Plan will be conducted by departments and agencies that are identified within the Plan, as well as any other departments or agencies that may need to be part of the review process. The Emergency Management Department – Planning Division will lead such an effort. Upon completion of such formal review, all corrections to the Plan will be reflected within the Record of Changes.

## APPROVAL AND IMPLEMENTATION

The City of Los Angeles Emergency Operations Plan (EOP) is intended to be read and understood before an emergency occurs. The Plan was developed with input from all applicable City of Los Angeles departments and allied stakeholders. Upon completion, it is reviewed by the City's Emergency Management Committee. When approved by the Emergency Management Committee, it presents the Plan to the Emergency Operations Board (EOB) with a recommendation for approval. Upon review and approval by the EOB, the Plan goes to the Mayor of the City of Los Angeles with a recommendation to approve and forward to the City Council for adoption.

This Plan was developed with input from all applicable Los Angeles City departments. This Plan is compliant with the Federal Emergency Management Agency (FEMA) *Comprehensive Preparedness Guide 101, Developing and Maintaining Emergency Operations Plans*, Version 2.0 (CPG 101 V.2).<sup>1</sup>

Upon formal approval by the Mayor and adoption by the City Council, this Plan becomes the official City of Los Angeles EOP.

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<sup>1</sup> Developing and Maintaining Emergency Operations Plans. Comprehensive Preparedness Guide (CPG) 101, version 2.0 ed. (n.p.: U.S. Department of Homeland Security, Federal Emergency Management Agency, 2010).

## RECORD OF CHANGES

Each revision or correction to this Plan must be recorded. The record contains the date, location, and brief description of change, as well as who requested or performed such change. Once corrections have been made and all affected parties notified of such correction, the type of correction and how it impacts the Plan will be forwarded to the EOB for approval at the next possible EOB meeting. The correction will remain temporarily in effect within the EOP until such time that the EOB can officially approve or deny such correction.

**Table 1: Record of Changes**

Date	Section/Page	Description of Change	Changed By

## INTRODUCTION

State agencies, local governments and partner agencies must be prepared to respond to emergencies that might occur within their areas of responsibility and must be able to assess whether their capabilities are sufficient to respond effectively.

The Emergency Operations Plan (EOP) for the City of Los Angeles addresses the City's response from small to large scale emergency situations associated with natural disasters or human-caused emergencies. It is established in accordance with Division 8, Chapter 3 of the Los Angeles Administrative Code (LAAC) and the California Emergency Services Act. The EOP is consistent and compatible with the State of California Emergency Plan. This Plan describes the methods for carrying out emergency operations, the process for rendering mutual aid, the emergency services of governmental departments and agencies, how resources are mobilized, how the public will be informed and the process to ensure continuity of government during an emergency or disaster.

The concepts presented in this Plan emphasize response operations. Response embodies the actions taken in the immediate aftermath of an incident to save and sustain lives, meet basic human needs, and reduce the loss of property and the effect on critical infrastructure and the environment. Following an incident, response operations reduce the physical, psychological, social, and economic effects of an incident.

This Plan is a management document intended to be read and understood before an emergency occurs. It is designed to outline the activities of all City of Los Angeles departments and partner agencies within a Citywide emergency management system and it embraces the capabilities and resources in the broader emergency management community that includes individuals, businesses, non-governmental organizations, tribal governments, other cities, counties, federal government and international assistance.

## BASIC PLAN

There are three parts to the City EOP: The Basic Plan, Functional and Hazard-Specific Annexes, and References.

### A. Basic Plan

The Basic Plan describes the fundamental systems, strategies, policies, assumptions, responsibilities and operational priorities that Los Angeles will utilize to guide and support emergency management efforts. Essential elements of the Basic Plan include:

- A description of the emergency services that are provided by governmental departments and agencies and how resources are mobilized,
- An outline of the methods for carrying out emergency operations and the process for rendering mutual aid,
- An overview of the system for providing public information and
- Emphasis on the need for continuity planning to ensure uninterrupted government operations.

These elements culminate with a comprehensive emergency management concept of operations that outlines the relationships and responsibilities for City government and its departments.

### B. Functional Support and Hazard-Specific Annexes

- **Functional Annexes:** This Plan implements Emergency Function working groups, which develop functional annexes that follow an established format to describe discipline-specific goals, objectives, operational concepts, capabilities, organizational structures and related policies and procedures. The Functional Support Annexes are developed separately from the Basic Plan and make reference to existing agency and department plans and procedures. Supporting Plans and documents are listed in an attachment to each Functional Support Annex.
- **Hazard-Specific Annexes:** This Plan describes the situation, concept of operations, and responsibilities for particular hazards, threats, or incidents. They explain the procedures that are unique to that annex for a hazard type. The Hazard-Specific Annexes are developed separately from the Basic Plan and make reference to existing agency and department plans and procedures. Supporting Plans and documents are listed in an attachment to each Hazard-Specific Annex.

### C. References

Subsequent plans and procedures that are developed in support of the EOP, such as mutual aid plans, mitigation plans, catastrophic plans, City departmental Standard Operating Procedures (SOPs) and related procedures are incorporated by reference and maintained separate from the Basic Plan. Some of these supporting plans may be appended to the end of the Basic Plan as deemed appropriate. In addition, the following shall apply to this Plan and to all supporting annexes:

- All actions related to fulfilling the purpose of this Plan will adhere to the City of Los Angeles Citywide American with Disabilities Act (ADA) guides, documents, and checklists.
- Where City Departments have tasks assigned relative to this Plan, please refer to that specific department's Standard Operating Procedures.

## **I. PURPOSE, SCOPE, SITUATION AND ASSUMPTIONS**

### **A. Purpose**

This Plan details government's responsibilities for managed and communicated response. This Plan can be used in conjunction with other plans designed for the protection of the population. This Plan is applicable to all locations and to all agencies, organizations, and personnel with emergency operations responsibilities. Organizations, operational concepts, responsibilities, and procedures regarding emergency operation capabilities are defined within this Plan.

This Plan has been developed to meet the following objectives:

- Describe the authority, responsibilities, functions, and operations of civil government during local emergencies, states of emergency and war emergencies.
- Provide a basis for the conduct and coordination of operations and the management of critical resources during emergencies.
- Provide a basis for incorporating into the City EOP, non-governmental agencies and organizations with required emergency resources.

The following EOP objectives guide the planning, as well as the conduct of response and recovery efforts for the City of Los Angeles during an emergency.

- Save lives and protect property.
- Repair and restore essential systems and services.
- Provide a basis for direction and control of emergency operations.
- Provide for the protection, use and distribution of remaining resources.
- Provide for continuity of government.
- Coordinate operations with other jurisdictions' emergency service organizations.

### **B. Scope**

The EOP provides a consistent framework to enable City, county, tribal, state governments, federal government and the private sector to work together to mitigate, prepare for, respond to and recover from the effects of emergencies regardless of cause, size, location, or complexity. In accordance with the California Emergency Services Act (ESA)<sup>2</sup>, this Plan is in effect at all times and applies to all levels of City government and its departments.

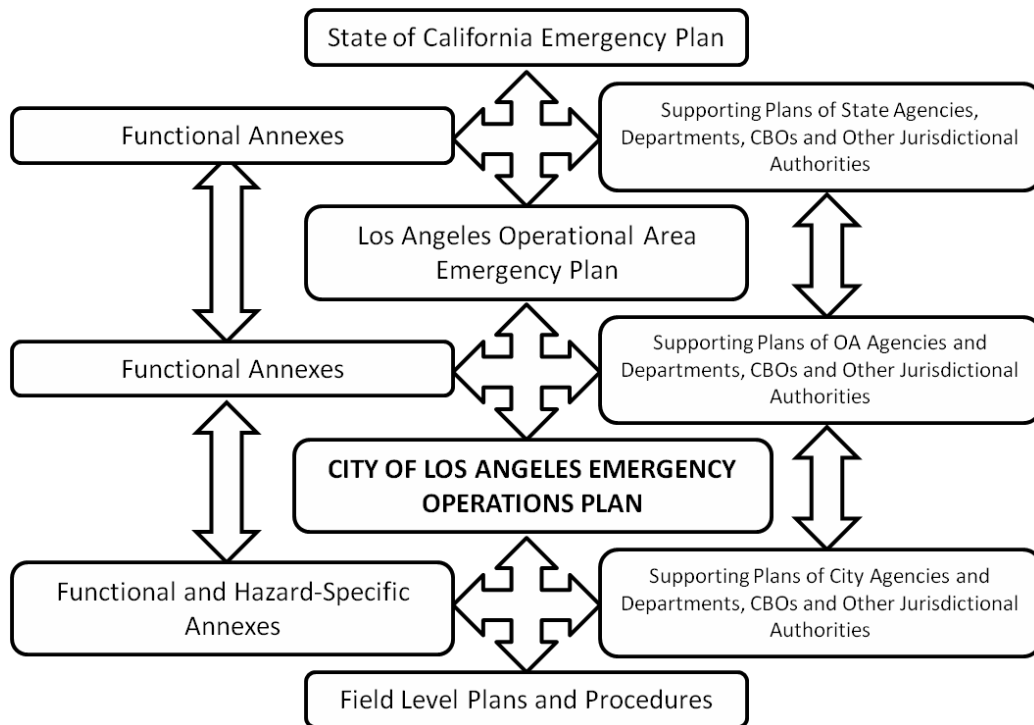
The Plan incorporates and complies with the principles and requirements found in federal, state, county, and City laws, regulations and guidelines. It is intended to conform to the requirements of California's SEMS, NIMS and be consistent with federal emergency planning concepts such as the National Response Framework (NRF) and catastrophic concept of operations (CONOPS) documents developed jointly by the FEMA Region IX and the state. CONOPS are developed in support of the City EOP.

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<sup>2</sup> California Government Code Section 8568. <http://law.onecle.com/california/government/8568.html>.

This Plan is part of a larger planning framework that supports emergency management within the state of California. Figure 1 – Emergency Plan Interface illustrates the relationship of the City’s EOP to other plans of the state and its political subdivisions. Through an integrated framework of emergency plans and procedures involving all stakeholders in the emergency management community, Los Angeles will promote effective planning and coordination prior to an emergency, thereby ensuring a more effective response and recovery.

**Figure 1 – Emergency Plan Interface**





## C. Situation Overview

### 1. Characteristics

#### a) Location

The City of Los Angeles covers 498 square miles with approximately 468 square miles of land (214 square miles of which are hills and mountains) and approximately 29 square miles of water. The San Gabriel and Santa Susana Mountains bound the City on the North and the Santa Monica Mountains extend across the middle of the City. The Palos Verdes Hills and Pacific Ocean bound the City on the South and West.

Los Angeles lies on a hilly coastal plain with the Palos Verdes Hills and Pacific Ocean as its southern and western boundaries. The City stretches north to the foothills of the Santa Monica Mountains and is bounded by the Santa Susana and San Gabriel Mountains to the north. It is the only major city in the United States bisected by a mountain range. The Santa Monica Mountains extend across the middle of the City. The highest point in Los Angeles is Mount Lukens, also called Sister Elsie Peak. Located at the far reaches of the Northeastern San Fernando Valley, it reaches a height of 5,080 feet. The part of Los Angeles with the most hills is the Santa Monica Hills North of Downtown. The major river is the Los Angeles River, which begins in the Canoga Park district of the City and is largely seasonal. The river is lined in concrete for almost its entire length as it flows through the City into the nearby City of Vernon on its way to the Pacific Ocean.

Numerous canyons and valleys also characterize the region, making it an area of diverse climatic conditions. The predominant weather influence is the warm, moist Pacific air, keeping temperatures mild throughout the year. Summers are dry and sunny—the City averages 329 days of sun per year—with most of the precipitation occurring during the winter months. Smog and air pollution are common problems, gathering in the coastal basin during periods of little air movement. Other unusual weather phenomena include the Santa Ana winds, which bring hot, dusty winds of up to 50 miles per hour from the surrounding mountains, and the occasional flash floods in the canyon areas, causing mudslides.<sup>3</sup>

#### b) Demographics

According to the latest report from the U.S. Census Bureau in 2016, the City of Los Angeles's population is estimated to be 3,976,322, a 4.8 percent increase from 2010. It is the second largest city in the United States, as well as one of the most culturally, ethnically, and racially diverse places in the world. The Census

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<sup>3</sup> City of Los Angeles Geography and Location. <http://www.city-data.com/us-cities/The-West/Los-Angeles-Geography-and-Climate.html>.

Bureau's most recent report on population density reports that there were 8,092.3 persons per square mile living in Los Angeles in 2010.<sup>4</sup>

The term "people with disabilities" refers to a protected class; protected from discrimination as defined by federal civil rights laws such as Americans with Disabilities Act (ADA) and other state civil rights protections that detail the right to equal participation to enjoy and use services. Civil rights definitions protect a broad group of people who meet specific criteria for participation in the class.

"People with disabilities and others with access and functional needs" is inclusive of broad and diverse groups of people who also directly benefit from physical, communication, and program access. This includes people who may or may not meet the definitions of civil rights laws or some of the 60 plus diverse definitions of disability.<sup>5</sup>

In addition to accommodating the needs of "people with disabilities and others with access and functional needs," a much larger portion, estimated to be up to 50% of the City's population, (people of all ages with vision and hearing loss, physical disabilities, mental health disabilities, developmental, intellectual and other cognitive disabilities, behavioral health issues, people with learning, understanding, remembering, reading, and speech and mobility limitations, and people from diverse cultures; who have limited English proficiency or are non-English speaking; and who are transportation disadvantaged) must be accommodated.<sup>6</sup>

#### c) Economy

The economy of the City of Los Angeles is based on a variety of industries including, but not limited to international trade, business, entertainment (motion pictures, television, and recorded music), fashion, science, and technology. The City is considered an important contributor to the global economy. According to the United States Bureau of Economic Analysis, the Los Angeles-Long Beach-Santa Ana metropolitan area generated a Gross Domestic Product (GDP) of \$747 billion in 2011<sup>7</sup>, ranking it as the second largest GDP in the United States by metropolitan area and the third largest economic center in the world.

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<sup>4</sup> "Los Angeles (City) State & County QuickFacts." <http://quickfacts.census.gov/qfd/states/06/0644000.html>.

<sup>5</sup> Los Angeles Department of Public Health, "Adult Disability in Los Angeles County." LA Health. Sept. 2006}

<sup>6</sup> Kailes, J. and Enders, A. in "Moving Beyond 'Special Needs' A Function-Based Framework for Emergency Management Planning," Journal of Disability Policy Studies, Vol/No. 44/207, pp. 230-

<sup>7</sup> Advance 2011, and Revised 2001-2010 GDP-by-Metropolitan-Area Statistics. Bureau of Economic Analysis, U.S. Department of Commerce.

[http://www.bea.gov/newsreleases/regional/gdp\\_metro/2013/pdf/gdp\\_metro0213.pdf](http://www.bea.gov/newsreleases/regional/gdp_metro/2013/pdf/gdp_metro0213.pdf).

## 2. Vulnerabilities

The City of Los Angeles has multiple, accessible, redundant warning and notification systems that it will utilize to reach the public for warnings, notification, and support. Factors to consider are the type of disaster, the population density, and the terrain in areas of Los Angeles. In some instances, the consequences of a disaster along with terrain, and the geographical area, may impact the effectiveness of notification systems.

The City of Los Angeles recognizes that disasters may exhaust local resources. The City continues to develop, update and/or maintain memorandums of understanding (MOUs), memorandums of agreement (MOAs), and contract amendments with private vendors to increase response capability and available resources.

Due to the population density and terrain of the City of Los Angeles, the City recognizes that, despite a good faith effort, it may not have the capabilities or resources to reach every individual in terms of public warnings, notification and/or support.

A hazard represents an event or physical condition that has the potential to cause fatalities, injuries, property damage, infrastructure damage, agricultural losses, damage to the environment, interruption of business, or other types of harm or loss. Earthquakes, floods and wildfire hazards represent the pervasive and primary events that result in disaster losses. Secondary hazards include debris flows and tsunamis.

Vulnerability indicates the level of exposure of human life and property to damage from natural and manmade hazards. The City of Los Angeles and its people are vulnerable to a wide range of hazards that threaten communities, businesses, government and the environment.

Below are examples of the hazards and vulnerabilities faced in the City:

### a) Earthquake

Los Angeles and the surrounding region are prone to major earthquakes from seismic faults, including the San Andreas Fault, the Newport-Inglewood Fault, and dozens of other faults. The scientific community has recorded an increase in earthquake activity since 1985. This activity, along with the 1994 “Northridge Earthquake” has resulted in an increased probability of a local seismic event.

A major earthquake occurring in or near Los Angeles could cause many casualties, extensive property and infrastructure damage, fires, and other related hazards. These effects could also be aggravated by after-shocks. In California’s technologically interdependent society, lifelines are vulnerable. These systems are so interdependent that damage hundreds of miles away can also affect services for the City of Los Angeles.

In any earthquake, primary consideration is given to the saving of lives. In addition, time and effort must be given to providing for other needs.

- The homes of many people will be destroyed or badly damaged. These people will have to be evacuated and cared for at shelters.
- There will be an even greater number of people whose homes have lost power, water or sewer services. These people may need food, water, shelter facilities or additional/other life sustaining resources.
- The negative economic impact on the City due to a major earthquake could be considerable, with a loss of employment and the local tax base.

b) Fire

The City of Los Angeles is acutely aware of the potential for a major fire. The terrain, climate, and vegetation of the City contribute to an environment that is prone to fires. Hot summers without rain and low humidity create long periods of high fire danger. The strong, hot and dry winds known as “Santa Anas” also occur annually. The plant cover includes a wide variety of highly flammable trees and brush. In addition, prolonged periods of drought combine with dead vegetation caused by “dieback” disease to create dangerous fire conditions.

- In November 1961, one of the most destructive brush fires to strike the United States consumed approximately 6,000 acres and over 500 homes. The “Bel Air” fire was the result of low fuel moisture and Santa Ana winds. In October 1991, the Oakland Hills fire caused a 1.5 billion dollar fire loss. It was responsible for 26 deaths and the loss of over 3,000 structures. This was the costliest wildland/urban interface in recorded history.
- Major fires are not limited to the location where brush and urban areas meet. In 1989, the Wilshire/Devon Fire occurred in the Westwood area. In all, over 33 structures burned through an eight block area. This was the largest structure fire in the City’s history with a property loss of over 20 million dollars. The last few years have also seen major fires in modern high-rise buildings. These fires have the potential for a large loss of human life.

c) Urban Flooding

The City of Los Angeles is subject to severe and prolonged winter storms. Flooding poses a serious risk to life, property and public health and safety and could cripple the City’s economy. Densely populated areas of the City are located in flood prone areas.

In the last ten years flooding and winter storms in the City have caused more dollar damage than earthquakes. Nationwide 90 percent of all natural disasters are storm related and cost Americans approximately one billion dollars annually.

In the winters of 1992 and 1993 Los Angeles experienced a series of storms causing extensive property damage, personal injuries and deaths. Both storm

series created the worst flooding in over 50 years. Flooding occurred behind the Sepulveda Dam, with water rising 15 to 20 feet in just a few hours. The City's sewer system was severely overloaded from inflow and infiltration, resulting in the release of millions of gallons of raw sewage. This required the closure of 76 miles of Los Angeles County coastline during both storms. Landslides and mudflows caused by saturated soil destroyed numerous hillside roadways and residences.

d) Dam/Reservoir Failure

The City of Los Angeles owns 20 dams and an additional 2 dams are operated within the boundaries of the City by the Army Corps of Engineers.

e) Dam and reservoir failures can result from a number of natural or man-made causes such as earthquakes, erosion of the face or foundation, rapidly rising flood waters, and structural and/or design flaws. A dam or levee failure may cause loss of life, damage to property and other ensuing hazards as well as the displacement of persons residing in the inundation path.

f) Damage to electric generating facilities and transmission lines could also impact systems throughout the City. These and other services could be seriously hampered by the loss of communications, damage to transportation routes and disruption of public utilities and other essential services.

g) Debris Flow

Debris flows are a common type of fast-moving landslide. They generally occur during periods of intense rainfall or rapid snowmelt. Debris flows in Southern California often occur in areas that have sustained fire damage.

h) Adverse Weather

Extremely hot or cold temperatures can cause significant life safety concerns in addition to severe agricultural impacts.

- Approximately 20 people die each year from heat-related emergencies in California, but a severe or extended heat wave can cause more casualties. For example, a 13-day heat wave in 2006 resulted in at least 140 deaths in California.
- Multi-year droughts may result in water shortages, which impact water available for human consumption.

i) Tsunami

Tsunamis are seismic sea waves caused by movements along faults, undersea landslides, volcanic eruptions, or similar incidents. A seismic or other geological incident in the Pacific Ocean may cause tsunami activity along the California coast.

- While historic and geologic evidence suggests a threat of a tsunami is greater in Alaska, Hawaii and the northern coastal areas of California, there is still a

potential for a tsunami impacting Southern California. Within the City of Los Angeles, areas of West Los Angeles, Pacific Palisades, Venice, Playa Del Rey and San Pedro (collectively referred to as the Los Angeles coastal areas) would be directly impacted by a tsunami.

- Depending on the location of an incident, a tsunami can reach the California coast in as little as ten minutes or take up to 12 hours.

j) Chemical, Biological, Radiological and Nuclear Emergency

The threat of a hazardous materials incident in a City the size of Los Angeles has long been recognized. Los Angeles has a number of businesses that are regulated for storing, transporting, or handling hazardous materials. General categories of hazardous material emergencies include chemical, biological, radiological, nuclear, and explosive incidents, oil spills and any incident that results in the intentional or unintentional release of agents into the environment.

- Any discharge of a hazardous agent in a densely populated area or along a heavily traveled transportation route can create a significant problem for life, property and the environment and may result in orders to evacuate or shelter in place.
- Response personnel and other public safety providers are at risk when dispatched to hazardous materials incidents. An incorrect action can cause injury or death that may not manifest itself for weeks or longer.

k) Critical Infrastructure Interruption

As with all metropolitan cities, Los Angeles has extensive and complex infrastructures that provide critical services and key resources, such as: water, power, sanitation, natural gas, fuel, telecommunications, and other services that residents, commuters, and visitors rely on intently. While inconvenient for those directly involved, the majority of interruptions are minor and interruptions pass without posing a threat to public health or safety.

In contrast, a major interruption to some of these services or resources can cause significant personal and economic hardship to a large number of residents. A failure of one critical infrastructure could have a domino effect causing other critical infrastructures to fail. A prolonged interruption and a delayed recovery response to critical infrastructures will pose a significant threat to the health, safety, and property to residents.

A newly emerging danger is that of intentional human-made disruptions to telecommunications infrastructures. Damage or paralysis to any of these infrastructures could result in the inability to distribute critical resources for an indefinite period of time.

l) Civil Disturbance

Civil disturbances can be sparked by political or social events. The potential for political, economic or social tensions erupting into a mass civil disturbance must not be discounted. The City of Los Angeles has experienced both small and large-scale incidents of civil disturbance throughout its history.

The 1992 Los Angeles Civil Disturbance involved violent assaults on non-involved persons, attacks on firefighters, looting, and arson fires. It resulted in 53 deaths, over 2,300 injuries and over \$800 million in damages. Transportation infrastructure, businesses and government activities were also impacted. This event also precipitated simultaneous, but smaller, incidents throughout California and the country.

m) Terrorist Attack

Los Angeles' population, industrial infrastructure, economic importance, international reputation, media industry and numerous iconic features combine to make the City a potential target for both domestic and international terrorist attacks. Terrorists typically exploit vulnerabilities caused by technological hazards and may include hazardous materials, biological agents that result in epidemics, or attempts to damage the City's critical infrastructure including cyber-attacks which pose potentially devastating disruptions to essential communications such as voice, email and Internet connectivity.

n) Off-Airport Major Aircraft Incident

The City of Los Angeles, as one of the most air traveled cities in the world, continually faces the potential threat of a major aircraft accident. Large commercial carrier airports such as Los Angeles International (LAX), John Wayne International, and Burbank/Glendale, as well as numerous others that support private aircraft, generate enormous amounts of overhead air traffic. These conditions create the looming possibility of the downing of one or more major aircraft onto any of the City's densely populated areas.

In 1986, a mid-air collision occurred between two planes over the City of Cerritos. The accident resulted in 82 fatalities and serves as a reminder of the effects and the subsequent emergency response and recovery needs of such a disaster. A repeat of the Cerritos air crash within the City of Los Angeles could severely hinder the City's ability to respond.

**D. Assumptions**

This Plan was created to integrate the concepts and structure defined by the National Incident Management System (NIMS), the California Standardized Emergency Management System (SEMS), and the National Incident Command System (ICS).

- All City, state, and federal processes, procedures, and protocols reflected or referenced were current as of the approval of this Plan. Before implementing this

Plan, confirm that the processes, procedures, and protocols are unchanged. If necessary, before implementing, modify the Plan so that it is consistent with updated processes, procedures, and protocols.

- In any disaster, primary consideration is given to the preservation of life. Additionally, time and effort must be given to providing critical life-sustaining needs.
- In a catastrophic incident, damage control and disaster relief will be required from the State and federal government, other local governments and private organizations.
- The City Emergency Operations Center (EOC) may or may not be activated in support of an event. EOC activation will be determined based on the scope and scale of the event.
- Electronic communications utilizing information technology systems will be compliant with Section 508 of the Rehabilitation Act.
- All printed public education material produced to support this Plan for distribution to the general public shall be available in accessible formats.
- Many residential, commercial and institutional structures could be damaged; requiring a large Urban Search & Rescue/Heavy Rescue mobilization.
- Residents could be displaced; requiring shelter and social service's needs. Sheltering activities could be short term or long term depending on the severity of the incident.
- Vital infrastructure such as potable water supplies, electrical power, natural gas and sewer services could be compromised. Re-establishment of these vital resources will be critical.
- Transportation infrastructure could be damaged and in limited operation. Vital vehicle and rail corridors could be damaged and/or impassible. Re-establishment of transportation infrastructure will be critical.
- Communications infrastructure could be damaged; causing disruption in land-line telephone, cellular telephone, radio, microwave, computer and other communication services. Re-establishment of communications infrastructure will be critical.
- Some events requiring evacuation will have little to no warning.
- Large-scale movement of populations may be necessary; otherwise non-impacted jurisdictions may become "host" to displaced populations.
- In any disaster, primary consideration is given to the preservation of life. Additionally, time and effort must be given to providing critical life-sustaining needs.
- Only City departments and non-City agencies that have a role in emergency operations support are included in this plan. The departmental and agency roles listed are limited to those applicable to emergency operations support.
- Responsibility for emergency preparedness rests with all levels of government.
- Warning time used effectively decreases potential life and property loss.
- Personnel preparedness and training is essential to effective emergency operations.
- Adequate pre-emergency testing of facilities and equipment will help to ensure reliability during emergencies.



- The nature and extent of an emergency will govern which elements of the emergency organization will mobilize and respond.
- All emergencies are local.
- Emergencies may occur at any time with little or no warning and may exceed capabilities of local, state, federal, tribal governments and the private sector in the affected areas.
- Emergencies may result in casualties, fatalities and displace people from their homes.
- An emergency can result in property loss, interruption of essential public services, and damage to basic infrastructure and significant harm to the environment.
- The greater the complexity, impact and geographic scope of an emergency, the more multiagency coordination will be required.
- City departments will mobilize to deliver emergency and essential services under all threats and emergencies.
- Mutual aid and other forms of assistance will be requested when the City of Los Angeles exhausts or anticipates exhausting its resources.
- Individuals, community based organizations and businesses will offer services and support in time of disaster.
- City departments and appropriate non-City agencies with regulatory oversight responsibilities will continue in their same roles during all phases of an emergency and will insert themselves into the organizational chain to support emergency management efforts.
- Local response and recovery operations will be mutually coordinated to ensure effective mobilization of resources to and by the City in accordance with the California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA).

## II. CONCEPT OF OPERATIONS

### A. Terminology

**Action Plan (AP)** – See **EOC Action Plan** and **Incident Action Plan (IAP)**.

**Activation** – 1) Initial activation of the EOC may be accomplished by a designated official of the emergency response agency that implements SEMS as appropriate to accomplish the agency's role in response to the emergency. 2) An event in the sequence of events normally experienced during most emergencies.

**Administrative Code** – A compilation of general and permanent City regulations that have the force of law.

**After-Action Report (AAR)** – A report that examines response actions, application of SEMS, modifications to plans and procedures, training needs and recovery activities. AARs are required under SEMS after any emergency that requires a declaration of an emergency.

**Agency** – A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private sector organizations may be included. Additionally, Non-Governmental Organizations (NGOs) may be included to provide support.

**All-Hazards** – Any incident, natural or manmade, that warrants action to protect life, property, environment, public health or safety and minimize disruptions of government, social, or economic activities.

**California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA)** – An agreement entered into by and between the State of California, its various departments and agencies and the various political subdivisions, municipal corporations and public agencies of the State of California to assist each other by providing resources during an emergency. Mutual Aid occurs when two or more parties agree to furnish resources and facilities and to render services to each other in response to any type of disaster or emergency.

**California Emergency Functions (CA-EF)** – The California Emergency Functions are a grouping of state agencies, departments and other stakeholders with similar functional activities, whose responsibilities lend to improving the state's ability to collaboratively

prepare for, effectively mitigate, cohesively respond to and rapidly recover from any emergency. California Emergency Functions unify a broad-spectrum of stakeholders with various capabilities, resources and authorities to improve collaboration and coordination for a particular discipline. They also provide a framework for the state government to support regional and community stakeholder collaboration and coordination at all levels of government and across overlapping jurisdictional boundaries.

**California Emergency Services Act (ESA)** – An Act within the California Government Code to insure that preparations within the state will be adequate to deal with natural, manmade, or war-caused emergencies which result in conditions of disaster or in extreme peril to life, property and the natural resources of the state and generally to protect the health and safety and preserve the lives and property of people living in the state.

**Catastrophe** – Any natural or human-made incident, including terrorism that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.

**Command** – The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

**Command/Management** – Command is responsible for the directing, ordering, and/or controlling of resources at the field response level. Management is responsible for overall emergency policy and coordination at the SEMS EOC levels.

**Command Post** – See **Incident Command Post**.

**Command Staff** – The Command Staff at the SEMS Field Level consists of the Information Officer, Safety Officer and Liaison Officer. They report directly to the Incident Commander. They may have an assistant or assistants, as needed. These officers are also found at the EOC levels in SEMS and they report directly to the EOC Director and are part of the Management Staff. They may have an assistant or assistants, as needed.

**Common Terminology** – Normally used words and phrases-avoids the use of different words/phrases for same concepts, consistency, to allow diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios.

**Communications** – Process of transmission of information through verbal, written, or symbolic means, including accessible communications for people with disabilities and others with access and functional needs.

**Concept of Operations (CONOPS)** – The CONOPS section is a written or graphic statement that explains in broad terms the decision maker's or leader's intent with regard to an operation. The CONOPS describes how the response organization accomplishes a mission or set of objectives in order to reach a desired end-state. It offers methodology to realize the goals and objectives to execute the plan.

**Continuity of Government (COG)** – Activities that address the continuance of constitutional governance. COG planning aims to preserve and/or reconstitute the institution of government and ensure that a department or agency's constitutional, legislative, and/or administrative responsibilities are maintained. This is accomplished through succession of leadership, the pre-delegation of emergency authority and active command and control during response and recovery operations.

**Continuity of Operations (COOP)** – Planning should be instituted (including all levels of government) across the private sector and non-governmental organizations as appropriate, to ensure the continued performance of core capabilities and/or critical government operations during any potential incident.

**Coordination** – The process of systematically analyzing a situation, developing relevant information and informing appropriate command authority of viable alternatives for selection of the most effective combination of available resources to meet specific objectives. The coordination process (which can be either intra-or inter-agency) does not involve dispatch actions. However, personnel responsible for coordination may perform command or dispatch functions within the limits established by specific agency delegations, procedures, legal authority, etc. Multiagency or Interagency coordination is found at all SEMS levels.

**Coordination Center** – Term used to describe any facility that is used for the coordination of agency or jurisdictional resources in support of one or more incidents.

**Corrective Actions** – Implementing procedures that are based on lessons learned from actual incidents or from training and exercises.

**Cost Unit** – Functional unit within the Finance/Administration Section responsible for tracking costs, analyzing cost data, making cost estimates and recommending cost-saving measures.

**Critical Infrastructure** – Systems and assets, whether physical or virtual, so vital to the City that the incapacity or destruction of such systems and assets would have a debilitating impact on security, economic security, public health or safety, or any combination of those matters.

**Cyber Threat** – An act or threat that poses potentially devastating disruptions to critical infrastructure, including essential communications such as voice, email and Internet connectivity.

**Cyber Security** – The protection of data and systems in networks that are connected to the internet, including measures to protect critical infrastructure services. These services may include essential communications such as voice, email and internet connectivity.

**Demobilization** – The orderly, safe and efficient return of an incident resource to its original location and status.

**Department Operations Center (DOC)** – An EOC, specific to a single department or agency. Their focus is on internal agency incident management and response. They are often linked to and, in most cases, are physically represented in a combined agency EOC by authorized agent(s) for the department or agency.

**Disaster** – A sudden calamitous emergency event bringing great damage loss or destruction.

**Division** – The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Section Chief. A Division is located within the ICS organization between the Branch and resources in the Operations Section.

**Documentation Unit** – Functional unit within the Planning/Intelligence Section responsible for collecting, distributing, recording and safeguarding all documents relevant to an incident or within an EOC.

**Emergency** – Any incident(s), whether natural or human-made, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

**Emergency Management Assistance Compact (EMAC)** – A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected state can request and receive assistance from other member states quickly and efficiently, resolving two key issues upfront: liability and reimbursement.

**Emergency Management Committee** – The Emergency Management Committee provides staff-level development of programs, procedures, plans research and

recommendations for Board review and action. The Committee is comprised of representatives from City departments and outside agencies.

**Emergency Management Community** – The stakeholders in emergency response in Los Angeles including the residents of Los Angeles, the private sector and federal, state, and local governments.

**Emergency Operations Board (EOB)** – The EOB supervises the EOO during all periods of emergency preparation, response and recovery. The EOB issues instructions to the chiefs of the EOO and enforces all necessary rules and regulations necessary for its governance.

**Emergency Operations Center (EOC)** – The EOC is operated by the City of Los Angeles at the City level. It is the physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. The EOC is an established facility. The EOC is organized by major functional disciplines (e.g., fire, law enforcement and medical services).

**Emergency Operations Organization (EOO)** – The EOO is the agency responsible for the City's emergency preparations (planning, training and mitigation), response and recovery operations.

**Emergency Operations Plan (EOP)** – The ongoing plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

**Emergency Resource Directory (ERD)** – A directory containing information on agency or organization personnel emergency certifications and qualifications and vendor and support organization supplies, equipment, etc. that may be needed during an emergency. Supplies and equipment can include such items potable water tenders, portable toilets, heavy equipment, prepared meals, bulk foodstuffs, cots, rental office trailers, etc. To the extent possible and when appropriate, equipment should be typed by capability according to a common and accepted typing schematic. Emergency resource directories should only include those items likely to be needed by the preparing agency or organization in the performance of their duties and should not attempt to include everything that may be needed in any emergency.

**Emergency Response Agency** – Any organization responding to an emergency, or providing mutual aid support to such an organization, whether in the field, at the scene of an incident, or to an operations center.

**Emergency Response Personnel** – Personnel affiliated with or sponsored by emergency response agencies.

**Emergency Operations Organization (EOO) Action Plan** – The plan developed at SEMS EOC levels, which contains objectives, actions to be taken, assignments and supporting information for the next operational period.

**Essential Facilities** – Police, fire, emergency operations centers, schools, medical facilities and other resources that have a role in an effective and coordinated emergency response.

**Evacuation** – Organized, phased and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas and their reception and care in safe areas.

**Federal** – Of or pertaining to the federal government of the United States of America.

**Finance/Administration Section** – The section responsible for all administrative and financial considerations surrounding an incident or EOC activation.

**Function** – Function refers to the five major activities in ICS: Command, Operations, Planning, Logistics and Finance/Administration. The same five functions are also found at all SEMS EOC Levels. At the EOC, the term Management replaces Command. The term function is also used when describing the activity involved, (e.g. the planning function). The City EOC is organized into seven functional sections, one for each of the five SEMS functions and two additional sections for Public Information and Liaison.

**Group** – Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the Operations Section. See **Division**.

**Hazard** – Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

**Incident** – An occurrence or event, natural or manmade that requires a response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, civil unrest, wild-land and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, tsunamis, war-related disasters, public health and medical emergencies and other occurrences requiring an emergency response.

**Incident Action Plan (IAP)** – An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods. At the SEMS EOC level it is called the EOC Action Plan.

**Incident Base** – The location at which primary Logistics functions for an incident are coordinated and administered. There is only one base per incident. (Incident name or other designator will be added to the term base.) The Incident Command Post may be co-located with the Base.

**Incident Command** – Responsible for overall management of the incident and consists of the Incident Commander, either single or unified command or any assigned supporting staff.

**Incident Commander (IC)** – The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

**Incident Command Post (ICP)** – The field location where the primary functions are performed. The ICP may be co-located with the incident base or other incident facilities.

**Incident Command System (ICS)** – A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

**Information** – Pieces of raw, unanalyzed data that identifies persons, evidence, events; or illustrates processes that specify the occurrence of an event. May be objective or subjective and is intended for both internal analysis and external (news media) application. Information is the “currency” that produces intelligence.

**Intelligence** – Product of an analytical process that evaluates information collected from diverse sources, integrates the relevant information into a cohesive package and produces a conclusion or estimate. Information must be real, accurate and verified before it becomes intelligence for planning purposes. Intelligence relates to the specific details involving the activities of an incident or EOC and current and expected conditions and how they affect the actions taken to achieve operational period objectives. Intelligence is an aspect of information. Intelligence is primarily intended for internal use and not for public dissemination.



**Intelligence/Investigations** – Intelligence gathered within the Intelligence/Investigations function is information that either leads to the detection, prevention, apprehension and prosecution of criminal activities (or the individual(s) involved), including terrorist incidents, or information that leads to determination of the cause of a given incident (regardless of the source), such as public health events or fires with unknown origins. This is different from the normal operational and situational intelligence gathered and reported by the Planning Section.

**Interoperability** – Allows emergency management/response personnel and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video-on-demand, in real-time, when needed and when authorized.

**Joint Information Center (JIC)** – A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media. Public information officials from all participating agencies should co-locate at the JIC.

**Joint Information System (JIS)** – Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely and complete information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

**Jurisdiction** – A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., federal, state, tribal and local boundary lines) or functional (e.g., law enforcement, public health).

**Key Resources** – Any publicly or privately controlled resources essential to the minimal operations of the economy and government.

**Liaison** – A form of communication for establishing and maintaining mutual understanding and cooperation.

**Liaison Officer** – A member of the Command Staff (Management Staff at the SEMS EOC Levels) responsible for coordinating with representatives from cooperating and assisting agencies or organizations. At SEMS EOC Levels, reports directly to the EOC Director and coordinates the initial entry of Agency Representatives into the Operations Center and also provides guidance and support for them as required.

**Local Emergency** – A Local Emergency is defined in the ESA as “...the duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and

property within the territorial limits of a county, city and county, or city, caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestation or disease, the Governor's warning of an earthquake or volcanic prediction, or an earthquake, or other conditions, other than conditions resulting from a labor controversy or conditions causing a state of war emergency, which conditions by reason of their magnitude, are or are likely to be beyond the control of the services, personnel, equipment, and facilities of any single county, city and county, or city, and require the combined forces of a mutual aid region or regions to combat, or with respect to regulated energy utilities, a sudden and severe energy shortage requires extraordinary measures beyond the authority vested in the California Public Utilities Commission."

**Local Government** – According to federal code<sup>8</sup> a county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under state law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal entity, or in Alaska a Native village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity.

**Logistics** – Providing resources and other services to support incident management.

**Logistics Section** – The section responsible for providing facilities, services and material support for an incident or EOC activation.

**Los Angeles Emergency Ordinance** – The Los Angeles Emergency Ordinance describes the duties and responsibilities of various departments, boards, commissions, and officers of the City of Los Angeles when functioning as part of the emergency operations forces of the City, and provides the means whereby cities may cooperate with, and assist in preparing for and coping with a local emergency.

**Los Angeles General Plan Safety Element** – The Safety Element of the City's General Plan is a general long range guide for the preparation or revision of the City's natural disaster mitigation, preparedness and recovery plans prepared and maintained by the City's EOO. The EOO plans are intended to be implementation tools of the City General Plan Safety Element. The Safety Element of the EOO plans constitutes the City's comprehensive disaster safety planning and natural hazard mitigation program.

**Management Staff** – See **Command Staff**.

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<sup>8</sup> Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135.

**Mayor** – According to the Los Angeles Administrative Code (LAAC) Sec. 8.25, the term “Mayor” shall include, in addition to the elected or appointed Mayor, the President of the City Council, the President Pro Tempore of the City Council and the Assistant President Pro Tempore of the City Council, in that order, and thereafter the remaining members of the City Council in the sequence of succession based upon seniority.

**Mitigation** – Provides a critical foundation in the effort to reduce the loss of life and property from natural and/or human-made disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. Mitigation seeks to fix the cycle of disaster damage, reconstruction and repeated damage. These activities or actions, in most cases, will have a long-term sustained effect.

**Mobilization** – The process and procedures used by all organizations: federal, state, tribal and local-for activating, assembling and transporting all resources that have been requested to respond to or support an incident.

**Mobilization Center** – An off-emergency location where emergency services personnel and equipment may be temporarily located, pending assignment to emergencies, release, or reassignment.

**Multiagency or Inter-Agency Coordination** – The participation of agencies and disciplines involved at any level of the SEMS organization working together in a coordinated effort to facilitate decisions for overall emergency response activities, including the sharing of critical resources and the prioritization of incidents.

**Multiagency Coordination Group (MAC Group)** – Typically, administrators/executives, or their appointed representatives, who are authorized to commit agency resources and funds, are brought together and form MAC Groups. MAC Groups may also be known as multiagency committees, emergency management committees, or as otherwise defined by the System. It can provide coordinated decision making and resource allocation among cooperating agencies and may establish the priorities among incidents harmonize agency policies and provide strategic guidance and direction to support incident management activities.

**Multiagency Coordination System(s) (MACS)** – Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration and information coordination. The elements of multiagency coordination systems include facilities, equipment, personnel, procedures and communications. Two of the most commonly used elements are EOC and MAC Groups. These systems assist agencies and organizations responding to an incident.

**Mutual Aid Agreements and/or Assistance Agreements** – Written or oral agreements between and among agencies/organizations and/or jurisdictions that provide a

mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

**Mutual Aid Coordinator** – An individual at local government, Operational Area, Region or State Level that is responsible to coordinate the process of requesting, obtaining, processing and using mutual aid resources. Mutual Aid Coordinator duties will vary depending upon the mutual aid system.

**Mutual Aid Region** – A mutual aid region is a subdivision of Cal OES established to assist in the coordination of mutual aid and other emergency operations within a geographical area of the state, consisting of two or more Operational Areas.

**National** – Of a nationwide character, including the federal, state, tribal and local aspects of governance and policy.

**National Incident Management System (NIMS)** – Provides a systematic, proactive approach guiding government agencies at all levels, the private sector and non-governmental organizations to work seamlessly to prevent, protect against, respond to, recover from and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

**National Response Framework (NRF)** – A guide to how the nation conducts all-hazards incident management.

**Non-governmental Organization (NGO)** – An entity with an association that is based on the interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with the government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the Red Cross.

**Officer** – 1) The ICS title for the personnel responsible for the Command Staff (Management Staff at EOC) positions of Safety, Liaison and Public Information. 2) One who holds an office or post; especially one elected or appointed to a position of authority or trust in a corporation, government, institution, etc.

**Los Angeles Operational Area (OA)** – The Los Angeles Operational Area is an intermediate level of the state emergency organization, consisting of Los Angeles County and all other political subdivisions within the geographical boundaries of the County.

**Operational Period** – The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually they last 12-24 hours.

**Operations Section** – The section responsible for all tactical incident operations and implementation of the Incident Action Plan. In ICS, it normally includes subordinate branches, divisions, and/or groups. At the SEMS EOC levels the section is responsible for the coordination of operational activities. The Operations Section at an EOC contains branches, groups or units necessary to maintain appropriate span of control.

**Organization** – Any association or group of persons with like objectives. Examples include, but are not limited to, governmental departments and agencies, private sector, and/or non-governmental organizations.

**Planning Section** – The section responsible for the collection, evaluation and dissemination of operational information related to the incident or EOC activities and for the preparation and documentation of the IAP or EOC action plan respectively. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident or EOC activation.

**Political Subdivisions** – Includes any city, city and county, county, tax or assessment district, or other legally authorized local governmental entity with jurisdictional boundaries.

**Preparedness** – A continuous cycle of planning, organizing, training, equipping, exercising, evaluating and taking corrective action in an effort to ensure effective coordination during incident response. Within NIMS, preparedness focuses on the following elements: planning, procedures and protocols, training and exercises, personnel qualification and certification and equipment certification.

**Prevention** – Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

**Private Sector** – Organizations and entities that are not part of any governmental structure. The private sector includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry.

**Protocols** – Sets of established guidelines for actions (which may be designated by individuals, teams, functions, or capabilities) under various specified conditions.

**Public Information** – Processes, procedures and systems for communicating timely, accurate and accessible information on the incident's cause, size and current situation; resources committed; and other matters of general interest to the public, responders and additional stakeholders (both directly affected and indirectly affected).

**Public Information Officer (PIO)** – A member of the Command Staff (Management Staff at the SEMS EOC Levels) responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements.

**Recovery** – The development, coordination and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, non-governmental and public assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental and economic restoration; evaluation of the incident to identify lessons learned; post incident reporting; and development of initiatives to mitigate the effects of future incidents.

**Recovery Plan** – A plan developed to restore the affected area or community.

**Regional Emergency Operations Center (REOC)** – Facilities found at Cal OES Administrative Regions. REOC provide centralized coordination of resources among Operational Areas within their respective regions and between the Operational Areas and the State Level.

**Reimbursement** – Provides a mechanism to recoup funds expended for incident-specific activities.

**Resource Management** – Efficient emergency management and incident response requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under NIMS includes mutual aid agreements and assistance agreements; the use of special federal, state, tribal and local teams; and resource mobilization protocols.

**Resources** – Personnel and major items of equipment, supplies and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

**Response** – Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property and meet basic

human needs. Response also includes the execution of EOP and of mitigation activities designed to limit the loss of life, personal injury, property damage and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity and apprehending actual perpetrators and bringing them to justice.

**Response Personnel** – Includes federal, state, territorial, tribal, sub-state regional and local governments, private sector organizations, critical infrastructure owners and operators, NGO and all other organizations and individuals who assume an emergency management role. Also known as an Emergency Responder.

**Safety Officer** – A member of the Command Staff (Management Staff at the SEMS EOC Levels) responsible for monitoring incident operations and advising the IC on all matters relating to operational safety, including the health and safety of emergency responder personnel. The Safety Officer may have assistants.

**Section** – 1) The organizational level having responsibility for a major functional area of incident or EOC Management, (e.g. Operations, Planning, Logistics, Finance/Administration and Intelligence/Investigations, if established). The section is organizationally situated between the branch and the Incident Command. 2) A separate part or division as: a. A portion of a book, treatise, or writing. b. A subdivision of a chapter. c. A division of law.

**Situation Report (SitRep)** – Often contain confirmed or verified information regarding the specific details relating to the incident.

**Span of Control** – The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under NIMS, an appropriate span of control is between 1:3 and 1:7, with optimal being 1:5.)

**Stafford Act** – The Robert T. Stafford Disaster Relief and Emergency Assistance Act establishes the programs and processes for the federal government to provide disaster and emergency assistance to states, local governments, tribal nations, individuals and qualified private nonprofit organizations. The provisions of the Stafford Act cover all-hazards including natural disasters and terrorist events. Relevant provisions of the Stafford Act include a process for Governors to request federal disaster and emergency assistance from the President. The President may declare a major disaster or emergency.

**Staging Area** – Established during an incident for the temporary location of available resources. A Staging Area can be any location during an incident in which personnel, supplies and equipment can be temporarily housed or parked while awaiting operational assignment.

**Standard Operating Procedure (SOP)** – Complete reference document or an operations manual that provides the purpose, authorities, duration and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner.

**Standardized Emergency Management System (SEMS)** – A system required by California Government Code and established by regulations for managing response to multiagency and multijurisdictional emergencies in California. SEMS consists of five organizational levels, which are activated as necessary: Field response, Local Government, Operational Area, Region and State.

**Standardized Emergency Management System (SEMS) Guidelines** – The SEMS guidelines are intended to assist those responsible for planning, implementing and participating in SEMS.

**Standardized Emergency Management System (SEMS) Regulations** – Regulations establishing the Standardized Emergency Management System (SEMS) based upon the Incident Command System (ICS) adapted from the system originally developed by the Firefighting Resources of California Organized for Potential Emergencies (FIRESCOPE) program including those currently in use by state agencies, the Multiagency Coordination System (MACS) as developed by FIRESCOPE program, the Operational Area concept and the Master Mutual Aid Agreement and related mutual aid systems. Regulations are found at TITLE 19. DIVISION 2. Chapter 1, § 2400 et. Seq.

**State** – When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Public Law 107–296, 116 Stat. 2135 (2002).

**State of Emergency** – A State of Emergency is defined as “...the duly proclaimed existence of conditions of disaster or extreme peril to the safety of persons and property within the state caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestation or disease, the Governor’s warning of an earthquake or volcanic prediction, or an earthquake or other conditions, other than conditions resulting from a labor controversy or conditions causing a state of war emergency, which conditions by reason of their magnitude are, or are likely to be beyond the control of the services, personnel, equipment, and facilities of any single county, city and county, or city and require the



combined forces of a mutual aid region or regions to combat; or with respect to regulated energy utilities a sudden and severe energy shortage requires extraordinary measures beyond the authority vested in the California Public Utilities Commission.”

**State of War Emergency** – A State of War Emergency means “...the condition which exists immediately, with or without a proclamation thereof by the Governor, whenever this state or nation is attacked by an enemy of the United States, or upon receipt by the state of a warning from the federal government indicating that such an enemy attack is probable or imminent.”

**State Operations Center (SOC)** – The SOC is operated by the Cal OES Agency at the State Level in SEMS. It is responsible for centralized coordination of state resources in support of the three Cal OES Administrative Regional Emergency Operations Centers (REOCs). It is also responsible for providing updated situation reports to the Governor and legislature.

**Strategy** – The general plan or direction selected to accomplish incident objectives.

**System** – An integrated combination of people, equipment and processes that work in a coordinated manner to achieve a specific desired output under specific conditions.

**Technical Assistance** – Support provided to state, tribal and local jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design or hazardous material assessments).

**Technical Specialists** – Personnel with special skills that can be used anywhere within the SEMS organization. No minimum qualifications are prescribed, as technical specialists normally perform the same duties during an incident that they perform in their everyday jobs and they are typically certified in their fields or professions.

**Terrorism** – Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United States or of any state or other subdivision of the United States in which it occurs; and is intended to intimidate or coerce the civilian population, or influence or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Public Law 107–296, 116 Stat. 2135 (2002).

**Threat** – An indication of possible violence, harm, or danger.

**Tools** – Those instruments and capabilities that allow for the professional performance of tasks, such as information systems, agreements, doctrine, capabilities and legislative authorities.

**Unified Command (UC)** – An ICS application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single IAP.

**Unit** – The organizational element with functional responsibility for a specific incident planning, logistics, or finance/administration activity.

**Vital Records** – The essential agency records that are needed to meet operational responsibilities under national security emergencies or other emergency or disaster conditions (emergency operating records), or to protect the legal and financial rights of the Government and those affected by Government activities (legal and financial rights records).

**Volunteer** – For purposes of NIMS, a volunteer is any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation, or receipt of compensation for services performed. See 16 U.S.C. 742f(c) and 29 CFR 553.101.

**For a list of acronyms, see Attachment A.**

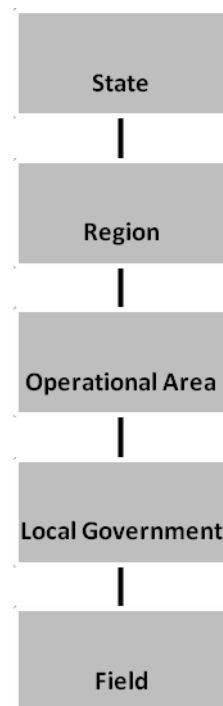
## B. Standardized Emergency Management System (SEMS)

SEMS is the fundamental structure for the response phase of emergency management. SEMS is required by the California ESA<sup>9</sup> for managing multiagency and multijurisdictional responses to emergencies in the state. The system unifies all elements of the emergency management community into a single integrated system and standardizes key elements. SEMS incorporates the use of the ICS, MMAA, the Operational Area concept and multiagency or inter-agency coordination. The City of Los Angeles, as a local government entity must use SEMS in order to be eligible for any reimbursement of response-related costs under the state's disaster assistance programs.

### 1. Standardized Emergency Management System (SEMS) Organization Levels

There are five SEMS organization levels, as illustrated in Figure 2.

**Figure 2 – SEMS Organization Levels**



<sup>9</sup> California Government Code Section 8607(a). <http://www.leginfo.ca.gov/cgi-bin/displaycode?section=gov&group=08001-09000&file=8607-8608>.

- a) Field
    - The Field Level is where emergency response personnel and resources, under the command of responsible officials, carry out tactical decisions and activities in direct response to an incident or threat.
  - b) Local Government
    - The City of Los Angeles, as local government, manages and coordinates the overall emergency response and recovery activities within the City. The City of Los Angeles is required to use SEMS when the City EOC is activated or a local emergency is declared or proclaimed in order to be eligible for state reimbursement of response-related costs.
  - c) Operational Area
    - An Operational Area is the intermediate level of the state's emergency management organization which encompasses a county's boundaries and all political subdivisions located within that county, including special districts. The City of Los Angeles is located in the Los Angeles Operational Area (OA).
    - The Operational Area facilitates and/or coordinates information, resources and decisions regarding priorities among local governments within the Operational Area.
    - The Los Angeles Operational Area (OA) serves as the coordination and communication link between the City of Los Angeles and the Regional Level. State, federal and tribal jurisdictions in the OA may have statutory authorities for response similar to that at the local level.
  - d) Region
    - The Regional Level manages and coordinates information and resources among Operational Areas within the mutual aid region and also between the OA and the state level.
    - The Regional Level also coordinates overall state agency support for emergency response activities within the region. California is divided into three California Emergency Management Agency (Cal OES) Administrative Regions – Inland, Coastal and Southern – which are further divided into six mutual aid regions. The City of Los Angeles is located in the Cal OES Administrative Southern Region and Mutual Aid Region I.
  - e) State
    - The state level of SEMS prioritizes tasks and coordinates state resources in response to the requests from the Regional Level and coordinates mutual aid among the mutual aid regions and between the Regional Level and State Level. The state level also serves as the coordination and communication link between the state and the federal emergency response system.
2. SEMS Functions
- SEMS requires that every emergency response involving multiple jurisdictions or multiple agencies include the five SEMS functions of Command/Management,

Operations, Planning/Intelligence, Logistics, and Finance/Administration. These functions must be applied to each level of the SEMS organization.

The City of Los Angeles uses the five SEMS functions for organizing emergency response at the field, Department Operations Center (DOC) and EOC levels, as well as within the EOO divisions. The field and EOC functions are illustrated in Figure 3 – Comparison of Field and EOC SEMS Functions.

**Figure 3 – Comparison of Field and EOC SEMS Functions**

<b>PRIMARY SEMS FUNCTION</b>	<b>FIELD RESPONSE LEVEL</b>	<b>EOC LEVEL</b>
<b>Command/Management</b>	Command is responsible for the directing, ordering, and/or controlling of resources.	Management is responsible for facilitation of overall policy, coordination and support of the incident.
<b>Operations</b>	The coordinated tactical response of all field operations in accordance with the Incident Action Plan.	The coordination of all City operations in support of the response to the emergency in accordance with the EOC Action Plan.
<b>Planning/Intelligence</b>	The collection, evaluation, documentation and use of information related to the incident.	Collecting, evaluating and disseminating information and maintaining documentation relative to all City and jurisdiction activities.
<b>Logistics</b>	Providing facilities, services, personnel, equipment and materials in support of the incident.	Providing facilities, services, personnel, equipment and materials in support of all jurisdiction activities as required.
<b>Finance/Administration</b>	Financial and cost analysis and administrative aspects not handled by the other functions.	Responsible for coordinating and supporting administrative and fiscal consideration surrounding an emergency incident

### 3. National Incident Management System (NIMS) Integration

In addition to SEMS, the City of Los Angeles is responsible for compliance with the requirements of the National Incident Management System (NIMS) as defined in the Homeland Security Presidential Directives. NIMS is a nationwide standardized approach to incident management and response. It establishes a uniform set of processes and procedures that emergency responders at all levels of government will use to conduct response operations. SEMS and NIMS are designed to be compatible and are based on similar organizational principles. The City of Los Angeles uses NIMS for organizing emergency response in the field, DOC and EOC levels, as well as within the EOO divisions.

4. City Emergency Operations Center (EOC) Activation Criteria, Levels, and Staffing
- The City EOC is activated in accordance to SEMS. The EOC may be activated by the Mayor, City Council President, any member of the EOB, any EOC division or any City department. The EOC may be activated without declaration of a local emergency whenever an event or pending event requires resources beyond those normally available from one City department. Depending on the nature of the emergency, the EOC can be activated to three levels in order to provide appropriate staffing. This insures a standardized method for EOC activation. Figure 4 – Emergency Operations Center Activation Levels details specific multi-agency activation levels:

**Figure 4 – Emergency Operations Center Activation Levels**

EVENT EXAMPLES AND CHARACTERISTICS	LEVEL	RESPONSE ACTIONS	ADDITIONAL STAFFING REQUIREMENTS
<ul style="list-style-type: none"> <li>Severe Weather</li> <li>Minor Localized Incident Involving Two or More Departments</li> <li>Planned Events</li> </ul>	<b>LEVEL I</b>	Activate EMD Duty Officer and Duty Team staff <ul style="list-style-type: none"> <li>EMD communicates with departments via teleconferences, WebEOC</li> <li>Technical specialists, agency reps may be requested to respond</li> </ul>	Level I is the lowest level where all required positions are staffed by the Emergency Management Department (EMD)
<ul style="list-style-type: none"> <li>Moderate Earthquake Affecting The City</li> <li>Major Fire, Wind, or Rain Storm Affecting The City</li> <li>Two or More Large Incidents Involving Two or More Departments</li> <li>Longer Term Incident – Two or More Shifts</li> </ul>	<b>LEVEL II</b>	Activate Level II EOC staff to include: <ul style="list-style-type: none"> <li>Management Staff</li> <li>All Section Coordinators and Deputy Coordinators</li> <li>Branches and Units as appropriate to the situation</li> <li>Liaison representatives as appropriate</li> <li>Any staff specifically required by the requesting agency or EOC Director</li> <li>Recovery and Reconstruction Unit</li> </ul>	Level II and III activations require staff from other City and outside agencies to respond according to pre-determined plans. Level II and III activations vary in terms of lead City agency: <ul style="list-style-type: none"> <li>ALPHA: Fire/EMD Lead</li> <li>BRAVO: Law Enforcement Lead</li> <li>CHARLIE: Undetermined Lead</li> </ul>
<ul style="list-style-type: none"> <li>Major City or Regional Emergency</li> <li>Three or More Departments with Heavy Resource Involvement</li> <li>Mutual Aid Resources May Not Be Available for Twenty-Four Hours or More</li> <li>Long Duration, Several Days to Weeks</li> </ul>	<b>LEVEL III</b>	Activate Full EOC organization staff to include: <ul style="list-style-type: none"> <li>Management Staff</li> <li>All Section Coordinators and Deputy Coordinators</li> <li>All Branches and Units</li> <li>Liaison representatives as appropriate</li> <li>Any staff specifically required by the requesting agency or EOC</li> </ul>	

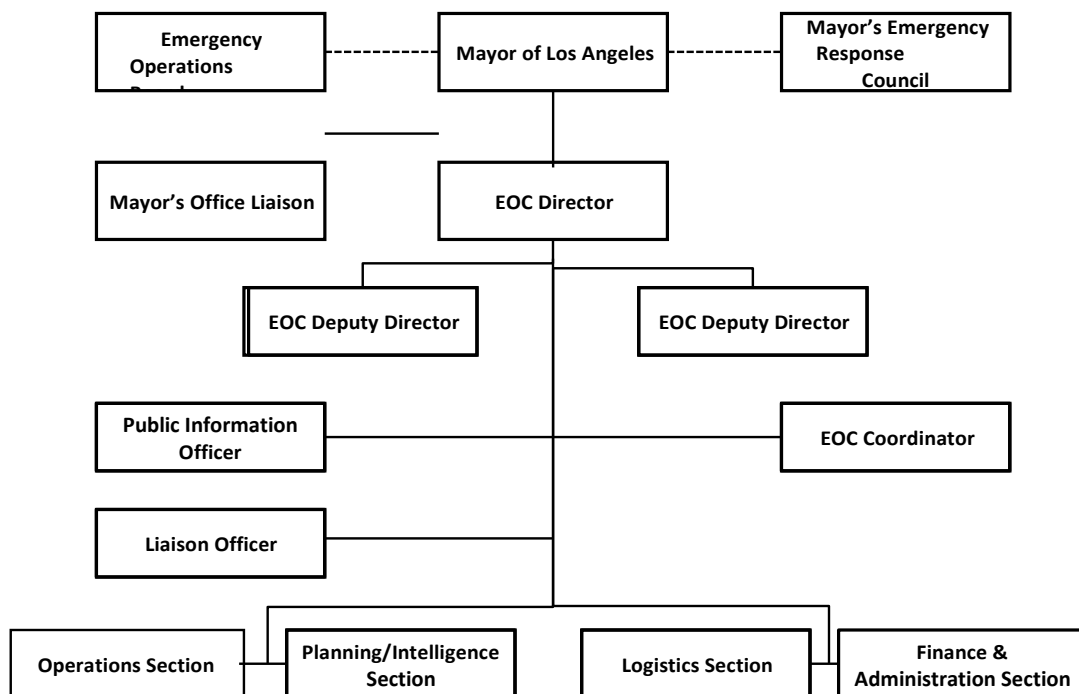
		Director <ul style="list-style-type: none"> <li>Recovery and Reconstruction Unit</li> </ul>	
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Once the decision has been made to activate the City’s EOC, the assigned EMD Duty Officer is responsible for executing the EOC activation steps. Departments and outside agencies shall respond in accordance with the response actions appropriate for each level of activation. Detailed Duty Officer procedures to open the EOC are documented in a separate EOC Procedures Manual.

#### 5. Emergency Operations Center (EOC) Organization

The City EOC is organized into seven sections, one for each of the five SEMS functions and two additional sections for Public Information and Liaison. Each section can be divided into functional divisions and/or units which are activated as required. Space is provided for support staff and representatives from other agencies. The basic City EOC organization is shown in Figure 5 – Emergency Operations Center Organization.

**Figure 5 – City Emergency Operations Center Organization**



## 6. Duties and Responsibilities of Emergency Operations Center (EOC) Sections

EOC section responsibilities under the management of the EOC are briefly described. Detailed responsibilities and checklists for section and unit positions are documented in a separate EOC Procedures Manual.

### a) Emergency Operations Center (EOC) Management (Director/Deputy Director)

- The EOC management function is performed by the EOC Director who will be initially represented by either the Fire or Police Department, depending on the nature of the emergency. If the emergency is a civil disturbance, other criminal behavior or a major public event, the Los Angeles Police Department (LAPD) will serve as the initial lead agency. For all other events and incidents, the Los Angeles Fire Department (LAFD) will serve as the initial lead agency.
- All sections within the EOC organization report to the EOC Director.
- The Director provides overall coordination and direction of EOC operations, and ensures that all functional activities within the EOC are appropriately activated, staffed, and operating effectively.
- The Director reports to the EOB.

### b) Liaison Officer

- The Liaison Officer provides coordination for City and non-City agencies that may have representatives temporarily assigned to the EOC.
- Representatives to this section will vary based on the nature of the emergency. EMD coordinates the Liaison Section.

### c) Public Information Officer (PIO)

- The PIO is responsible for developing information about the emergency, responding to media inquiries and communicating to the public through the broadcast and print media.
- The section will be the principal point for the development of City-wide public service announcements and emergency broadcast coordination during a declared local emergency. All media requests or inquiries submitted to the EOC for emergency-related information will be handled by the section.
- The Mayor's Office coordinates Public Information. Staffing for the section will be drawn from other EOC divisions and City departments as necessary.

### d) Operations Section

- The Operations Section ensures that all essential emergency-related information and resource requests are received, processed and internally coordinated within the EOC.
- Functional workstations have been established in the Operations Section for the EOC divisions, with each division providing one or more representatives.
- Division representatives are responsible for providing incoming situation information and resource requests to the EOC, and ensuring that essential information and results of internal EOC coordination efforts are passed on to DOCs and Incident Command Posts (ICPs) as appropriate.

- Depending on the nature of the emergency, the Operations Section will be coordinated by either the Fire or Police Department.

e) Planning and Intelligence Section

- The Planning and Intelligence Section is responsible for collecting, evaluating, processing and distributing information about the emergency to all functional elements and agencies in the EOC. The section will maintain all internal wall displays, maintain current information in the automated EOC Information Management System (IMS) and prepare situation summaries and EOC action plans.
- In most cases, either LAFD or Los Angeles Police Department (LAPD) coordinates the Planning and Intelligence Section.

f) Logistics Section

- The Logistics Section provides resource support and services to City-wide emergency operations. Logistics obtains and provides essential City personnel, facilities, equipment, supplies and services not found within those EOC divisions and departments represented in the EOC Operations Section and maintains an inventory of EOC-designed critical City resources.
- The Department of General Services coordinates the Logistics Section.

g) Finance and Administration Section

- The Finance and Administration Section provides general administrative, finance and legal support related to EOC activities.
- With the support of the Operations and Planning and Intelligence Section, the Finance and Administration section compiles and processes damage assessment information.
- The City Administrative Officer (CAO) Disaster Grants Group coordinates the section.

## 7. Overview of Emergency Operations Center (EOC) Operations

The tasks listed provide a summary overview of EOC operations:

- The EOC is initially activated at one of three levels by the department with lead responsibility for the emergency (Fire/Police).
- Upon activation, designated staff will proceed to the EOC, sign in and activate their assigned work stations.
- The EOC staff is organized by functional sections that are further divided into divisions or units. Section coordinators are assigned under all activation levels, and are a primary point of contact for personnel assigned to the EOC.
- Each functional position in the EOC has a job description and a checklist to be followed. The checklist contains the basic guidance for operation of the workstation. Job descriptions and checklists are found in the EOC Information Binders at each workstation.
- The primary role for divisional and liaison functional coordinators in the EOC is the passing of information from and to EOC divisions, departments and City and other agencies, and the coordination of resource and support requests. All



requests for resources or support are processed through designated channels in order to maintain accountability.

- Information obtained by division and unit coordinators should be made available to the Section Coordinator and, as appropriate, provided to the Situation Assessment Unit.
- The EOC Director and Coordination Staff (Section Coordinators) and Branch Directors will hold periodic planning meetings. A written EOC action plan may result from these meetings, which may change priorities related to division and department operations. The Director will provide and coordinate periodic briefings for all EOC personnel.
- Deactivation of functional positions is accomplished by the Director or Section Coordinator.
- All EOC personnel are responsible for the following:
  - Maintaining current information regarding their section, division, unit, department or agency
  - Maintaining a duty log
  - Briefing relief personnel
  - Completing deactivation procedures when instructed

#### 8. Alternate Emergency Operations Center (AEOC)

In the event the EOC is unavailable or unusable due to emergency or disaster impacts, a number of alternate facilities have been designated to assume the impacted facility's roles and responsibilities as Alternate Emergency Operations Centers (AEOCs). The EOC Director will determine the appropriate alternate facility accordingly. When there is a temporary transfer of operations to an AEOC, notifications will be made to the OA and state and federal agencies to ensure continuity in communications and operations.

The AEOCs are a resource which may be used during actual emergencies and by any EOC division or City department for planned events, training and emergency exercises when not in use as an alternate EOC. Personnel from each Emergency Operations Organization (EOO) division and assisting agencies are assigned to the work stations in an AEOC.

The Emergency Management Department (EMD) coordinates AEOC use and activation with assistance from LAPD, LAFD, Information Technology Agency (ITA) and the Department of General Services (GSD). AEOC maintenance and security is coordinated by the division the facility is assigned to.

#### 9. Alternate Government Facilities

The City of Los Angeles government has a designated temporary seat of government for performing essential functions should the primary facilities be rendered inoperable because of emergency conditions.

### **C. The Role of Government**

Successful emergency management requires that the City have the ability, in times of crisis, to effectively bring every available resource (public and private) to bear. Accomplishing this task requires multifaceted interdepartmental and inter-agency cooperation and the resolution of complex operational, legal, legislative and administrative issues. Understanding and preparing for the threats facing our City is the responsibility of every person who lives and works in Los Angeles. All accessible and applicable local, state and federal resources will be committed to protect lives, property and the environment.

#### **1. Mayor**

The Mayor is the Director of the EOO. Acting as EOO Director, the Mayor is responsible for coordination among EOO division chiefs and for resolving questions of authority and responsibility during a local emergency. Should the MERC be mentioned here? The LAAC<sup>10</sup> states in part: “The Director is authorized to promulgate, issue and enforce rules, regulations, orders and directives considered necessary for the protection of life and property. The rules, regulations, orders, and directives will take effect immediately upon issuance, and copies of such documents will be filed in the City Clerk’s Office.”

#### **2. Los Angeles City Council**

The City Council has provided for the preservation of the City government in the event of an emergency. The LAAC designates those City officials responsible for the continuity of government in the event of the absence or inability to serve by the responsible officials.<sup>11</sup>

#### **3. Emergency Management Department (EMD)**

The EMD is the lead City department responsible for directing and supervising the City’s emergency management program to include planning, preparedness, response, and recovery activities to mitigate the impact of natural, manmade and accidental incidents of high consequence.

EMD is responsible for providing coordination, compliance, assistance, oversight and implementation of all emergency management activities, including but not limited to emergency plans, exercises, training, community outreach, emergency EOC readiness and response and City recovery operations.

#### **4. Emergency Operations Organization (EOO)**

The EOO was created by Ordinance to constitute the operational forces deemed necessary to meet the requirements imposed by a local emergency. The EOO is

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<sup>10</sup> City of Los Angeles Administrative Code Division 8, Chapter 3, Article 3, Section 8.29

<sup>11</sup> City of Los Angeles Administrative Code Division 8, Chapter 3, Section 3.25

responsible for the development and efficient operation of the City's emergency response and recovery resources.

- Provides centralized direction and control of local emergency preparations, response and recovery.
- Coordinates and directs the City's resources.
- Coordinates with local, state, and federal agencies.

The functions and duties of the EOO during an emergency are distributed among the Mayor's office, EMD and various functional divisions of the EOO that provide response and recovery functions.

a) Emergency Operations Board (EOB)

- The EOB oversees the affairs of the EOO and issues instructions to the chiefs of its divisions. The EOB has the power to make and enforce necessary regulations to govern the EOO during periods of planning and during emergencies. The EOB may also appoint committees for the administration of its affairs.

b) Emergency Management Committee

i. Purpose

- The Emergency Management Committee was established by the EOB to provide staff-level development of programs, procedures, plans research and recommendations for Board review and action.

ii. Organization

- The Committee is comprised of representatives from City departments and outside agencies.

iii. Emergency Management Committee Subcommittees

- Subcommittees have been established to provide technical support to the Emergency Management Committee, and may be formed and deactivated as necessary.

c) Emergency Operations Organization (EOO) Coordinator

- EMD is designated as the EOO Coordinator and is responsible for the following:
  - Coordinate the powers and responsibilities of the EOB and EOO, including liaison with other government agencies, City departments and private agencies as necessary.
  - Assist the CAO in preparing and processing emergency operations program papers and applications for federal and state funds.
  - Notify the EOB in writing of recommended budget items relating to emergency services activities for each City department having control of an EOO division. Also indicate which items are included in the CAO's annual budgetary recommendations to the Mayor.
  - As necessary, assign personnel from EMD to perform staff duties for the EOB.

- Coordinate and provide for the dissemination of pre-emergency public information relating to emergency operations activities, as required.
  - Exercise further powers and duties as directed by the EOB.
- d) Organizational Principles
- The structure of the EOO takes into consideration that a major emergency alters the working relationship between government agencies and between government and industry.
  - The following principles form the basis of the EOO:
    - Compatibility with the day-to-day structure of government and private organizations
    - Clear lines of authority and clear channels of communication
    - Simplified functional structure that can be modified as needed
    - Incorporation into the EOO of all available staffing resources having disaster capabilities
    - Formation of special-purpose units having no pre-emergency counterparts to perform those activities unique to major emergencies (Align the next two bullets)
    - Utilization of California's SEMS
    - Integration of the federal NIMS
- e) Emergency Operations Organization (EOO) Authority and Powers
- i. Authority of the Emergency Operations Organization (EOO) Director
    - During a local emergency, the Mayor, as EOO Director, is authorized to issue and enforce rules, regulations, orders, and directives necessary for the protection of life and property.
    - With the advice of the EOB, the Director exercises full authority over the operations of the various EOO divisions.
    - The Director is responsible for coordination among EOO division chiefs and for resolving questions of authority and responsibility.
    - The Director may organize additional EOO divisions as necessary and assign duties.
    - The Director may obtain vital supplies and other material for the protection of life and property and, if immediately required, may commandeer property for public use; may require emergency service of any City employee, or any citizen; and may requisition necessary personnel or material of any City agency.
  - ii. Duties of the Deputy Director
    - The Chief of Police (EOB chair) is the EOO Deputy Director.
    - The Deputy Director shall act on behalf of the Director on all matters within the purview of this chapter which the Director may delegate to the Deputy Director.
- f) Emergency Operations Organization (EOO) Functions and Resources
- EOO divisions were created to consolidate and coordinate City resources.

- A division may include the resources of more than one department or agency. EOO resources also include personnel, services, equipment and facilities which may be loaned or donated to the City, or commandeered for use by the EOO Director.
- Each of the EOO functional divisions is under the direction of a chief. During a local emergency, division chiefs will immediately activate their divisions and carry out orders and directives from the EOB.
- Each chief formulates and maintains operations plans for the division and is responsible for all personnel within the division. The chief may be assisted by a deputy chief and a second deputy, who succeeds the chief in his/her absence or inability to act.
- Depending on the nature of the emergency, organizational modifications at the division level may be necessary.
  - Figure 6 – Functions and Resources – Emergency Operations Organization Divisions provides summary information on each EOO division, to include the name of the division, the position responsible for management of the division, a brief description of the principal functions and duties of the division, support activities and resources the division controls. The functions and duties of each EOO division are those that would be authorized under a declaration of local emergency.

**Figure 6 – Functions and Resources – Emergency Operations Organization Divisions**

<b>EOO DIVISION</b>	<b>FUNCTIONS DURING LOCAL EMERGENCIES</b>	<b>SUPPORT FUNCTIONS</b>
<b>AIRPORTS DIVISION</b>  <b>General Manager, Los Angeles World Airports</b>	Responsible for airport security; prepares operational plans for controlling ground operations and management of aircraft and other hazards. Coordinates emergency activities with airport tenants, the FAA, other concerned federal agencies and other EOO divisions.	Public Information, Situation Assessment
<b>ANIMAL SERVICES DIVISION</b>  <b>General Manager, Animal Services Department</b>	Arranges for the care and control of animals during emergencies, including rescuing, sheltering, controlling and providing emergency veterinary services.	Public Information, Situation Assessment

EOO DIVISION	FUNCTIONS DURING LOCAL EMERGENCIES	SUPPORT FUNCTIONS
<b>BUILDING AND SAFETY DIVISION</b>  <b>General Manager, Los Angeles Department of Building and Safety</b>	Determines potential hazards to persons and property; issues abatement notices; investigates and determines damages to buildings and structures; gives advice regarding the condition of buildings and sites and the use of applicable safety measures; supervises volunteer structural engineers; recommends legislation relative to structural damages and necessary modifications of current structural standards.	Damage Assessment, Public Information, Situation Assessment
<b>FIRE SUPPRESSION AND RESCUE DIVISION</b>  <b>Chief Engineer and General Manager, Fire Department</b>	Conducts fire suppression and rescue operations; provides emergency medical services; controls incidents involving explosives and hazardous materials; petroleum and chemical pipeline accidents; assists in safe demolition of buildings; and radiological defense.	Public Information, Situation Assessment, Search and Rescue.
<b>GENERAL SERVICES DIVISION</b>  <b>General Manager, Department of General Services</b>	Responsible for maintaining all City owned facilities and equipment; safety of occupants of City owned and leased buildings; procures supplies, equipment and property for all EOO divisions; provides emergency food services for City workers during emergencies; assembles and maintains information concerning City owned vehicles, heavy duty equipment, and large transportation vehicles.	Shelters, Situation Assessment, Damage Assessment, EOC logistics coordination.

EOO DIVISION	FUNCTIONS DURING LOCAL EMERGENCIES	SUPPORT FUNCTIONS
<b>HARBOR DIVISION</b>  <b>General Manager, Harbor Department or Port Warden (if designated)</b>	Responsible for port security; prepares operational plans for the control, anchorage, and movements of ships to avert collisions and hazards during a local emergency; may evacuate vessels that are perils to the port and move mobile equipment at the waterfront and jeopardized vessels or those which may impede rescue or salvage operations or accelerate a local emergency. Coordinates emergency activities with concerned federal agencies and with other EOO Divisions.	Evacuation, Public Information, Situation Assessment, Damage Assessment
<b>INFORMATION AND TECHNOLOGY DIVISION</b>  <b>General Manager, Department of Information Technology Agency</b>	Responsible to: design, implement, maintain and restore voice and data communications systems and automated applications and associated data which support emergency operations; provide information technology related training; operate the City's Computing Center; facilitate communication with the public through information technology; maintain liaison with other entities providing telecommunications services to the public; and provide information technology related mutual aid pursuant to established agreements	Provide radios, cellular telephones and pagers to operating departments; establish and maintain field communications; restore information systems; and support LA City view.
<b>PERSONNEL AND RECRUITMENT DIVISION</b>  <b>General Manager, Personnel Department</b>	Establishes a plan for the use of City personnel to be used as Disaster Service Workers; develops a program for the use of the registration and deployment of convergent volunteers during a local emergency.	Evacuation, Public Information, Radiological Defense?, Search and Rescue, Situation Assessment, Traffic Control

<b>EOO DIVISION</b>	<b>FUNCTIONS DURING LOCAL EMERGENCIES</b>	<b>SUPPORT FUNCTIONS</b>
<b>POLICE DIVISION</b>  <b>Chief of Police</b>		Maintains peace and order preserves life and property, enforces all state and local laws.
<b>PUBLIC WORKS DIVISION</b>  <b>Commissioner of Public Works</b>	Provides street repair and maintenance, street lighting, sewers, storm drains, channels, bridges, waste and debris removal, placement of barricades and engineering investigations requested by any EOO Division.	Situation Assessment, Damage Assessment, Hazardous Materials Control, Radiological Defense, Search and Rescue
<b>PUBLIC WELFARE AND SHELTERING DIVISION</b>  <b>General Manager, Department of Recreation and Parks</b>	Arranges for housing and shelter facilities for persons rendered homeless as a result of a local emergency. Conducts the City's fallout shelter management program; arranges for the services of the American National Red Cross; the Los Angeles Unified School District; and other governmental agencies as needed to furnish food clothing, shelter, registration, information services and rehabilitation to individuals affected by a local emergency.	Situation Assessment



<b>EOO DIVISION</b>	<b>FUNCTIONS DURING LOCAL EMERGENCIES</b>	<b>SUPPORT FUNCTIONS</b>
<b>RECOVERY AND RECONSTRUCTION DIVISION</b>  <b>General Manager, Emergency Management Department</b>	Implement the City's Recovery and Reconstruction Plan policies and actions and coordinate the development of new City policies and plans specific to the event in order to effectively implement a successful post-emergency recovery and reconstruction. Assist as EOO divisions and departments in developing and accomplishing recovery and restoration operating procedures. Coordinate with the County, State and federal government the establishment and operations of Disaster Recovery Centers (DRCs).	Support EOB, EOC management and facilities. Assist with emergency declarations.
<b>TRANSPORTATION DIVISION</b>  <b>General Manager, Los Angeles Department of Transportation</b>	Maintains traffic control devices, emergency travel routes used during emergencies, barricade placement as directed, direction and control of traffic, and coordination with other agencies supplying common carrier services.	Situation Assessment
<b>UTILITIES DIVISION</b>  <b>General Manager, Los Angeles Department of Water and Power</b>	Develops emergency plans; arranges for cooperation with other municipally and privately owned public utilities excluding privately owned communications systems.	Public Information, Situation Assessment

g) Activation of the Emergency Operations Organization

i. Initial Activation

- Upon receipt of an official warning of an impending or threatened emergency, or upon proclamation of a local emergency, the EOO will be immediately activated and EOO personnel will be called into service. Activation of the City's EOC is covered in Part Three of this plan.

ii. EOO divisions are assigned tasks in accordance with the following general principles:

- All foreseeable tasks are assigned;

- Existing organizations are assigned emergency tasks which relate to their regular functions;
  - A basic task is assigned primarily to one division;
  - Auxiliary tasks are assigned to as many divisions as are appropriate;
  - Relative priority among basic and auxiliary tasks may change according to the situation;
  - Each division is responsible for performing any incidental tasks necessary to carry out assigned basic and auxiliary tasks;
  - Tasks requiring direction of field activities are assigned to organizations which normally conduct field functions;
  - Supporting, coordinating or staff tasks are assigned to EOO divisions, City departments and offices;
  - One division chief may be responsible for multiple units performing related tasks;
  - Each division will effectively utilize and safeguard all of its resources; and
  - Each division will maintain procurement records and time/use logs.
  - Details on specific activities, techniques, and procedures necessary to accomplish assigned tasks are included in division plans and Standard Operating Procedures (SOPs).
- iii. Emergency Operations Organization (EOO) Actions
- a. Upon activation of the EOO, the following directives and actions may take place:
    - The EOB chair may immediately schedule a meeting of the Board to coordinate response and to establish consensus on the best operational strategies to be utilized in controlling the disaster.
    - In the event of a major emergency which may result in the declaration of a local emergency, the Board shall be convened as rapidly as possible and shall brief the Mayor on the status of the emergency and actions being taken to bring it under control.
    - Additional Board meetings shall be convened as necessary to provide policy level direction throughout the response and recovery phases of the disaster.
    - The EOB may instruct the Emergency Management Committee to:
      - Meet each day during activation to exchange information;
      - Advise the EOB chair and the Board of the status of the emergency; and
      - Recommend periodic meetings of the Board.
  - b. Upon deactivation of the EOC, the following actions will take place:
    - Within ten working days of EOC deactivation, an initial costs and activities report on the emergency will be prepared for presentation to the EOB. This report is coordinated by the CAO Disaster Grants Group with information supplied by each EOO division and City department.

- The EOB may also require special reports that utilize information and resources specific to an Emergency Operations division.
- iv. Emergency Operations Center (EOC) After Action Reporting
- a. Purpose
- During EOC activation, the combined participation of numerous City EOO Divisions, other City departments, volunteer agencies, the County of Los Angeles and the State of California is often necessary for the control of an emergency.
  - An After Action Report (AAR) compiling information related to EOC operations by the EOO Divisions, other City departments, the County and the State will be compiled for event analysis and consideration of future planning and training and is a requirement of the NIMS. AARs often form the basis of the City's efforts to improve EOC response and recovery processes through planning, training, and improvements in liaison.
- b. After Action Reporting Responsibility
- It shall be the responsibility of the lead EOO Division (EOC Director) to coordinate the compilation of the AAR. In cases where the lead in the EOC has changed over time, it shall be the responsibility of the initial EOC director to ensure that the AAR is completed, including relevant comments of subsequent directors.
- c. After Action Reporting Procedure
- Within fourteen (14) days following the deactivation of the EOC, the chief of each EOO division involved in the emergency shall submit a written AAR to the EOO division that was the initial director of the EOC (Fire or Police). This report shall relate specifically to the division's EOC participation and its interaction with other EOO divisions, other City, county and state entities during the emergency.
  - The EOO division responsible for coordination of the overall AAR will submit a written and oral report to the Emergency Management Committee for submission to the EOB at their next scheduled meeting.
  - This AAR shall be in addition to and separate from the costs and activities report required in the previous section, "Emergency Operations Organization Actions."
  - Upon approval of this report by the EOB, the Office of the CAO, Emergency Management Division will coordinate and forward to the Operational Area and/or State of California any additional documentation required.

5. City of Los Angeles

Emergency management responsibilities of the City of Los Angeles are described in the City Charter, Administrative Code and Executive Directives. City officers, boards, departments and employees are mandated to provide assistance to respond to and recover from the effects of an emergency and to cooperate with each other and other levels of government in providing assistance. Responsibilities include, but are not limited to planning, training and/or response to emergency incidents.<sup>12</sup>

a) Administrative Code (LAAC)

- The LAAC Division 8, Chapter 3 Local Emergencies expands upon and consolidates emergency assignments of persons, organizations, and departments of the City government.

b) Executive Directives

- The Mayor's Executive Directives Nos. 15, 16, 17, 18, 19 and 23 declare the legal authority and responsibility of City government to ensure that emergency planning, preparedness, response, and recovery activities exist to mitigate the effects of a disaster or an emergency impacting City infrastructure, residents, business and governmental service delivery.

c) Department Plans

- Each department maintains its own emergency plans and procedures to accomplish assigned emergency management tasks. Department plans may delegate authority and assign responsibilities to divisions, bureaus, field offices, or other components of the department. Department plans must be consistent with the provisions of the Administrative Code and the Executive Directives Nos. 15, 16, 17, 18, 19 and 23 of the City of Los Angeles. Each department should ensure its emergency plan is consistent with the City's Emergency Operations Plan.

d) Disaster Service Worker (DSW)

- A Disaster Service Worker (DSW) is any City employee registered with the City for the purpose of engaging in disaster service in accordance with the California Emergency Services Act. All City employees declared to be DSWs are subject to such disaster service activities as may be assigned to them by their superiors or by law.

6. County of Los Angeles as Operational Area Lead

The California Emergency Services Act<sup>13</sup> designates each county as an Operational Area to coordinate emergency activities and resources of its political subdivisions. The governing bodies of political subdivisions within the County of Los Angeles coordinate to establish the lead agency for their Operational Area. The OA serves as a coordinating link between the City of Los Angeles government and the regional

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<sup>12</sup> City of Los Angeles Administrative Code Division 8, Chapter 3

<sup>13</sup> California Government Code 8605. <http://www.leginfo.ca.gov/cgi-bin/displaycode?section=gov&group=08001-09000&file=8605>.

level of state government. OA responsibilities involve coordinating with the jurisdictions and organizations to deploy field-level emergency response personnel, activate emergency operations centers and issue orders to protect the public.

7. State of California

Various agencies of state government including Cal OES provide a range of disaster/emergency related services. Cal OES implements the Emergency Services Act (ESA) and performs functions to support and enhance all phases of emergency management for state government and its political subdivisions.

During a state of war emergency, a state of emergency, or a local emergency, the Cal OES Secretary coordinates the emergency activities of all state agencies in connection with such emergency and has the authority to use any state government resource to fulfill mutual aid requests or to support emergency operations. Cal OES also coordinates the delivery of federal grant programs under Presidential declarations of emergency and major disaster. When federal assistance is required, Cal OES coordinates requests for assistance and participates with the federal government to establish and operate Joint Field Office (JFO).

8. Federal Government

The federal government strongly supports emergency management throughout the nation by providing tools, resources and guidance to support state and local emergency management systems. When an emergency occurs that exceeds, or is anticipated to exceed resources located within the state, or when federal departments or agencies acting under their own authorities are partners in the unified command for an emergency, the federal government will implement the NRF to access federal department and agency capabilities, organize the federal response and ensure coordination with all response partners. FEMA Region IX and Cal OES have outlined the mechanism by which they will integrate their efforts in the *California Catastrophic Incident Base Plan: Concept of Operations*.

9. International Governments

Part of the City's strategic effort to prepare for disasters and mitigate their impact involves global partnerships in preparedness. The City of Los Angeles has established long-term cooperation and exchange of emergency management information with several of its sister cities around the world, which have resulted in signed partnership agreements.

**D. Role of the Community and the Private Sector**

1. Los Angeles Community

Residents and visitors of Los Angeles are the primary beneficiaries of the City's emergency management system. At the same time, they play an important role in emergency management by ensuring that they and their families are prepared for disasters.

Before an emergency, people can assist the emergency management effort by taking first aid training, maintaining supplies and being prepared to evacuate or shelter in-place for several days. Many residents join disaster volunteer programs such as Community Emergency Response Teams (CERT) and remain ready to volunteer or support emergency response and recovery efforts. During an emergency, people should monitor emergency communications and carefully follow directions from authorities. By being prepared, residents can better serve their family, their community and reduce demands on first responders.

The ReadyLA website is offered as the City's official readiness and recovery site for families, businesses and communities in the City. The site provides a range of information to assist with emergency preparedness, response and recovery.

## 2. Private Sector

Much of the City's critical infrastructure is owned or maintained by businesses and must be protected during a response to ensure a quick and complete recovery from an emergency. These same businesses provide valuable resources before, during and after an emergency and play a critical role in meeting the needs of those impacted by an emergency.

### a) Target Hazards

- Some key industries are potential targets for terrorist attacks and must institute measures to prevent attacks and protect their infrastructure and the surrounding community. This requires businesses to coordinate with local, state and federal governments to ensure that their emergency plans are integrated with government plans.

### b) Hazardous Materials (HazMat) Area Plans

- Some industries are required by law or regulation to have emergency operations procedures to address a variety of hazards. The Cal OES Hazardous Materials Program requires businesses that handle hazardous materials that meet certain quantity or risk thresholds to submit Business Program Plans and Risk Management Plans to Certified Unified Program Agencies (CUPAs) or Administering Agencies (AAs). The City of Los Angeles has been certified by the State of California to be a CUPA for their area of jurisdiction. LAFD performs the Hazardous Waste components of the Unified Program.

### c) Business Emergency Plans

- This plan recommends that all businesses develop comprehensive emergency plans that include employee injury and illness prevention programs, business resumption and continuity of operations elements. A comprehensive business emergency plan can assist the business and the community at-large by providing:
  - Information to the employees to protect themselves and their families from the effects of likely emergencies.

- A business emergency organization with identified positions having clear and specific emergency roles, responsibilities, delegated authority and identified successors.
- An identification of actions necessary to protect company property and records during emergencies.
- A listing of critical products and services.
- Production shut-down procedures.
- A company command post.
- Alternate work sites.
- Methods and channels of communication.
- Contacts with local emergency management officials.
- A method to provide and accept goods and services from other companies.

d) Business Operations Center (BOC)

This plan also promotes the use of the Business Operations Center (BOC) to enhance public and private coordination. The City can effectively coordinate with businesses through their BOC that is linked to the City's EOC. Detailed guidelines on operating the City's BOC are provided in the BOC Guidelines document.

3. Voluntary Organizations

The City recognizes the value and importance of organizations that perform voluntary services in their community and works closely with many of them. These organizations have resources which can augment emergency response and recovery efforts. Examples of voluntary organizations are:

a) American Red Cross Los Angeles Region (Red Cross)

- When a disaster threatens or strikes, the Red Cross provides shelter, food, health, and mental health services to address basic human needs to enable people affected by disasters to resume normal daily activities.

b) Emergency Network Los Angeles (ENLA)

- The Emergency Network Los Angeles (ENLA) is the Los Angeles County Voluntary Organizations Active in Disasters (VOAD). This coalition of nonprofit organizations supports the emergency management efforts of local government by coordinating the planning efforts of a variety of voluntary organizations

### III. MITIGATION PROGRAMS

Emergency management activities consist of four overlapping phases: Mitigation, Preparedness, Response and Recovery. During the mitigation phase, action is taken to reduce or eliminate the long-term risk to human life and property from natural and human-caused hazards. Mitigation efforts occur both before and after an event.

- Pre-Disaster Mitigation
  - Pre-Disaster Mitigation focuses on projects that address natural or man-made hazards in order to reduce the risks to the population and structures. This is primarily accomplished by strengthening the resilience of Los Angeles' infrastructure. A FEMA-commissioned study recently concluded that each dollar spent on mitigation activities saves an average of \$4 in post-disaster costs.<sup>14</sup>
- Post-Disaster Mitigation
  - Post-Disaster Mitigation efforts are designed to reduce future damage in a stricken area and decrease the loss of life and property due to incidents. The essential steps of hazard mitigation are:
    - Hazard identification.
    - Vulnerability analysis.
    - Defining a hazard mitigation strategy.
    - Implementation of hazard mitigation activities and projects.
- City of Los Angeles Local Hazard Mitigation Plan (LHMP)
  - The City of Los Angeles's mitigation activities are guided by the City's Local Hazard Mitigation Plan (LHMP). This plan represents the City of Los Angeles' official statement on hazard mitigation goals, strategies and priorities and provides a comprehensive assessment of the City's hazards and vulnerabilities. The goal of City of Los Angeles' mitigation efforts are to:
    - Protect life and property.
    - Increase public awareness.
    - Strengthen partnerships.
    - Increase emergency service effectiveness.
    - Environmental and historical preservation.

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<sup>14</sup> Multihazard Mitigation Council (2005), "Natural Hazard Mitigation Saves: An Independent Study to Assess the Future Savings from Mitigation Activities."



## **IV. EMERGENCY PREPAREDNESS**

Preparedness involves activities undertaken in advance of an emergency to develop and enhance operational capacity to respond and recover from an emergency. As part of a comprehensive preparedness program, the City's emergency management community develops plans and procedures, maintains prevention programs, manages resources, establishes mutual aid agreements, trains personnel and educates the public.

### **A. Preparedness Planning**

The City of Los Angeles will ensure the following preparedness processes:

1. **Standardized Emergency Management System (SEMS) and National Incident Management System (NIMS) Elements**

Plans and procedures will address all applicable SEMS and NIMS requirements. At a minimum, plans will contain a list of stakeholders, preparedness actions, how mutual aid will be coordinated, how people with disabilities and others with access and functional needs will be addressed, an outline of response actions and the process for incorporating corrective actions.

2. **Local Planning Guidance**

The City of Los Angeles is required to develop an EOP that meets state and federal requirements.

3. **Hazard-Specific Planning**

Local, state and federal regulations frequently require hazards-specific plans.

4. **Regional Planning**

Where multiple jurisdictions share similar and concurrent hazards the establishment of an interdepartmental and multi-jurisdictional planning committee enhances regional planning by coordinating their response efforts and sharing information on resources and capabilities. The City is a member of the Los Angeles Regional Alliance ("Alliance"). The "Alliance" is a planning partnership that facilitates the strategic application, dissemination and resources to address critical incidents and events throughout the OA. The "Alliance" has developed comprehensive training and workshop/functional exercise programs throughout the region.

5. **Public-Private Partnerships**

Emergency managers establish public-private partnerships where appropriate to gain a better perspective on available emergency resources to meet the public's needs.

## 6. Recovery Planning

The EOP Recovery Functional Support Annex establishes mechanisms for recovery decision-making and identifies key participants in the recovery organization, including non-governmental and private sector entities. The Recovery Functional Support Annex also identifies processes and procedures for requesting local, state and federal recovery assistance and ensuring that recovery activities are carried out in accordance with the requirements of these programs.

### B. Preparedness Training

Training, tests and exercises are essential to ensure public officials, emergency response personnel and the public are operationally ready. As part of the emergency management training curriculum, personnel with emergency responsibilities complete emergency management courses as described in the SEMS Approved Course of Instruction (ACI) and the NIMS integration criteria. The City provides training for emergency managers and first responders through its departmental training program and the California Specialized Training Institute (CSTI).

### C. Preparedness Exercises

Exercises provide City personnel with an opportunity to become thoroughly familiar with the procedures, facilities and systems which will actually be used in emergency situations. City departments should plan for and/or participate in all-hazards and functional exercise programs that involve emergency management/response personnel from multiple disciplines and/or multiple jurisdictions.<sup>15</sup> Exercise guidelines are as follows:

- Be as realistic as possible.
- Stress the application of standardized emergency management.
- Be based on risk assessments (credible threats, vulnerabilities and consequences).
- Include non-governmental organizations and the private sector, when appropriate.
- Incorporate the concepts and principles of SEMS and NIMS.
- Demonstrate continuity of operations issues.
- Incorporate response needs and considerations of people with disabilities and others with access and functional needs into exercises.

City exercises range from seminars/workshops to full scale demonstrations.

- Seminars/Workshops are low-stress, informal discussions in a group setting with little or no simulation. It is used to provide information and introduce people to policies, plans and procedures.
- Drills/Tests are conducted on a regular basis to maintain the readiness of operational procedures, personnel and equipment.
- Tabletop Exercises provide a convenient and low-cost method designed to evaluate policy, plans and procedures and resolve coordination and responsibilities. Such exercises are a good way to see if policies and procedures exist to handle certain issues.

- Functional Exercises are designed to test and evaluate the capability of an individual function such as communications, public evacuation, or medical.
- Full-Scale Exercises simulate an actual emergency. They typically involve complete emergency management staff and are designed to evaluate the operational capability of the City's emergency management system.

The federal government, through FEMA, promulgates the Homeland Security Exercise and Evaluation Program (HSEEP), which is a standardized methodology for exercise design, development, conduct, evaluation and improvement to ensure homeland security and terrorist response capabilities are adequately tested and exercised.

#### **D. Prevention and Protection Program**

The City supports risk prevention programs as a component of a broader emergency preparedness effort. Prevention programs are established by the LAPD and outside agencies to detect problems, share information and intelligence and prepare strategies to avert problems before they occur. The Joint Regional Intelligence Center (JRIC) is an assessment center staffed by investigators and intelligence analysts from local, state, and federal law enforcement and security agencies to evaluate risks and threats to the City and surrounding region and to share information among local, state and federal authorities.

#### **E. Communications and Information Management**

Preparedness strategies include plans and procedures for utilizing communications and information management systems. Each City department should incorporate the following principles into their communications and information management systems:<sup>16</sup>

1. **Common Terminology**  
Apply common and consistent terminology as used in SEMS, including the establishment of plain language (clear text) communications standards.
2. **Protocols**  
Develop procedures and protocols for communications (to include voice, data, access to geospatial information, Internet/Web use and data encryption), where applicable, to utilize or share information during an incident/planned event.
3. **Data Collection**  
Institute multidisciplinary and/or multijurisdictional procedures and protocols for standardization of data collection and analysis to utilize or share information during an incident/planned event.
4. **Common Operating Picture**  
Utilize systems, tools and processes to present consistent and accurate information (e.g., common operating picture) during an incident/planned event.

## **V. RESPONSE CONCEPT OF OPERATIONS**

The response phase concept of operations summarizes seven key elements of (1) goals, priorities and strategies, (2) direction, control and coordination, (3) alert and warning, (4) information gathering and situation reporting, (5) public information, (6) mutual aid and assistance and (7) the sequence of events during disasters.

### **A. Response Goals, Priorities and Strategies**

During the Response Phase, emergency managers set goals, prioritize actions and outline operational strategies. This plan provides a broad overview of those goals, priorities and strategies and describes what occurs during each step, when and at whose direction.

#### **1. Operational Goals**

During the response phase, the departments that are charged with responsibilities in this plan focus on the following five goals:

- a) Mitigate Hazards.
- b) Meet Basic Human Needs.
- c) Address Needs of People with Disabilities and Others with Access and Functional Needs.
- d) Restore Essential Services.
- e) Support Community and Economic Recovery.

#### **2. Operational Priorities**

Operational priorities govern resource allocation and the response strategies for the City of Los Angeles and its departments during an emergency. Below are operational priorities addressed in this plan:

- a) Save Lives
  - The preservation of life is the top priority of emergency managers and first responders and takes precedence over all other considerations.
- b) Protect Health and Safety
  - Measures should be taken to mitigate the emergency's impact on public health and safety.
- c) Protect Property
  - All feasible efforts must be made to protect public and private property and resources, including critical infrastructure, from damage during and after an emergency.
- d) Preserve the Environment
  - All possible efforts must be made to preserve Los Angeles' environment and protect it from damage during an emergency.

### 3. Operational Strategies

To meet the operational goals, emergency responders should consider the following strategies:

#### a) Mitigate Hazards

- As soon as practical, suppress, reduce or eliminate hazards and/or risks to persons and property during the disaster response. Lessen the actual or potential effects or consequences of future emergencies.

#### b) Meet Basic Human Needs

- All possible efforts must be made to supply resources to meet basic human needs, including food, water, shelter, medical treatment, Functional Needs Support Services (FNSS) and security during the emergency. Afterwards provisions will be made for temporary housing, food vouchers and support for re-establishing employment after the emergency passes.

#### c) Restore Essential Services

- Power, water, sanitation, transportation and other essential services must be restored as rapidly as possible to assist communities in returning to normal daily activities.

#### d) Support Community and Economic Recovery

- All members of the community must collaborate to ensure that recovery operations are conducted efficiently, effectively and equitably, promoting expeditious recovery of the affected areas.

## B. Direction, Control and Coordination

The direction and control of local emergency preparations has been centralized to enable the City to:

- Effectively cooperate with local, state and federal agencies;
- Cope with and guard against conditions which may result in extreme peril to life and property;
- Make available City resources in order to meet the needs of the public during a local emergency; and
- Enhance efforts to assist local emergency response organizations and authorities of the state and federal governments in the accomplishment of emergency services so that maximum protection of life and property will be provided to the community.

Responsibility for emergency response is based on statutory authority. The emergency response is coordinated under SEMS, which provides a flexible, adaptable and expandable response organization to address all-hazards of varying magnitude and complexity.

### 1. Plan Activation

The EOP may be activated when the Mayor proclaims a local emergency, or if there is an automatic activation. An automatic activation follows a disaster or event that

the City has identified, in advance, as one that requires an immediate response. Disasters requiring automatic activation are those events that pose an immediate threat to public safety.

Some portions of this plan go into effect immediately following an emergency event. The remainder of this plan is only activated when the incident grows in scope to a point where activation of the EOC is warranted. Activation of the EOC is not necessarily automatic or necessary with all incidents.

In advance of or simultaneous with the City plan activation, City departments and agencies including LAPD, LAFD, Los Angeles Department of Transportation (LADOT), Department of Recreation and Parks (RAP), and Harbor Department will also activate their departmental emergency plans.

2. Command and Control

During response to minor events, the City may manage the emergency with existing resources. The EOC may not be activated under this scenario. Personnel that are part of a field level emergency response will utilize ICS to manage and direct on-scene operations.

3. Field/Emergency Operations Center (EOC) Communications and Coordination

The EOC is activated to support field operations when an emergency requires additional resources, or when requested resources exceed those available in the jurisdiction. Field Incident Commanders and the EOC will establish communications when the EOC is activated. The EOC will establish communications with the OA EOC. The OA EOC will communicate with the Southern Region EOC (REOC) and this REOC will communicate with the State Operations Center (SOC).

4. Multiagency Coordination

Larger scale emergencies involve one or more responsible jurisdictions and/or multiple departments and agencies. Management personnel from the responsible jurisdictions form a Unified Command and/or a Multiagency Coordination (MAC) Group. Provision is made for situation assessment, determining resources requirements, establishing a logistical system and allocating resources. The EOC, dispatch centers and other essential facilities located in, or adjacent to, the affected area are activated. The OA EOC, Cal OES Southern Region REOC and/or SOC can be activated to support the City's needs. The City routinely utilizes both multiagency and interagency coordination at the incident (field), DOC and EOC levels

a) Multiagency Coordination System (MACS)

- Multiagency coordination is a process that allows all levels of government and all disciplines to work together more efficiently and effectively. Multiagency coordination occurs across jurisdictional lines, or across levels of government. The primary function of the Multiagency Coordination System (MACS) is to coordinate activities above the field level and to prioritize the

incident demands for critical or competing resources. MACS consist of a combination of elements: personnel, procedures, protocols, business practices and communications integrated into a common system.

b) Multiagency Coordination (MAC) Groups

- Department and agency Administrators/Executives, or their designees, who are authorized to represent or commit agency resources and funds are brought together to form MAC Groups. MAC Groups may be established at any level or in any discipline. Under SEMS MAC Group activities are typically facilitated by the EOC. A MAC Group can:
  - Commit agency resources and funds,
  - Provide coordinated decision making,
  - Allocate resources among cooperating agencies,
  - Establish priorities among incidents,
  - Harmonize agency policies, and
  - Provide strategic guidance to support incident management activities.

5. Disaster Direction and Control

During disasters of great magnitude the City, OA, regional and state EOCs will activate to provide coordination and support. Multiagency coordination is established to prioritize the allocation and utilization of resources and set emergency management policies.

6. Joint State/Federal Operations

When the federal government responds to an emergency or disaster within the City, it will coordinate with the state to establish a Unified Coordination Group (UCG) in accordance with Unified Command principles. The UCG will integrate state and federal resources and set priorities for implementation. The UCG may activate a JFO to facilitate the unified operation. When a JFO is activated, the SOC will transfer operations to that facility.

**C. Receiving Emergency Notifications**

The City of Los Angeles has responsibility for preparing their departments for a disaster, including alerting and warning the public, mobilizing resources and initiating protective actions.

Emergency notifications originating from official points of contact from other levels of government, including federal, state, regional, and the OA, are forwarded from the OA to the City.

1. Extreme Wildfire Conditions Notifications

When conditions warrant, the LAFD will issue a red flag warning. Further details on brush fire notifications are documented in the Wildfire Annex of the EOP.

2. Tsunami Notifications

The City may receive tsunami notifications from the West Coast/Alaska Tsunami Warning Center that a distant earthquake has occurred and caused a tsunami that is likely to impact the West Coast of the United States. Further details on tsunami notifications are documented in the Tsunami Annex of the EOP.

3. Weather Notifications

Weather statements will indicate the possibility for severe weather emergencies in the City. This may coincide with a release of Special Weather Statements or Storm/Flood Advisory/Warning by the National Weather Service and will precede associated weather events. Further details on severe weather notifications are documented in the Adverse Weather Annex of the EOP.

4. Energy Notifications

The California Independent Systems Operator (ISO) monitors the California power grid, which consists of a network of long-distance, high-voltage transmission lines and substations that carries bulk electricity to utilities in the City for distribution to their customers. When the grid is unable to meet electrical demands, the California ISO will direct utilities to reduce their load and issue emergency notices of energy interruptions. The California State Warning Center (CSWC) will be contacted by the California ISO when the operating reserves reach these critical levels. CSWC will provide notifications through official communication channels to inform the City of an energy notification. Further details on how the City handles energy disruptions are documented in the Critical Infrastructure Annex of the EOP.

5. Hazardous Materials Handlers / Oil Spill Release Notifications

In accordance with state law, handlers, any employees, authorized representatives, agents or designees of handlers shall, upon discovery, immediately report any release or threatened release of hazardous materials to the CSWC. Further details on hazardous material releases and how the City responds to those hazards are documented in the EOP's Chemical, Biological, Radiological, and Nuclear Annex.

6. Terrorism Threat Alert Level

Any change in the terrorism threat alert level will be initiated by the National Terrorism Advisory System and the LAPD. Once LAPD determines that a change in the terror threat alert level may be necessary, LAPD, LAFD, EMD, and the Deputy Mayor for Homeland Security and Public Safety will consult each other to determine, based upon LAPD intelligence information, whether the threat alert level should change. Further details on responding to changes in the terrorism threat alert level are documented in the Terrorism Prevention and Protection Annex of the EOP.



#### **D. Providing Notifications to Other Levels of Government**

The City will notify other levels of government of natural or human caused emergencies that affect the City in accordance with existing laws, protocols, or when OA, state and/or federal assistance is requested or anticipated. Notifications occur through the Los Angeles County Office of Emergency Management (OEM). To meet this responsibility, the City is equipped with a number of telephone, data and radio systems. Some of these systems are used on a day-to-day basis; others are available for use in an emergency, as conditions require. Multiple communication channels will be used to maintain communication with other levels of government and to ensure the City can quickly respond to any developing emergencies. Communication, alert and warning systems include, but are not limited to:

1. Operational Area Satellite Information System (OASIS)

The Operational Area Satellite Information System (OASIS) is designed to exchange disaster information and resource requests between various jurisdictions by connecting all 58 counties in the state with Cal OES.

2. WebEOC

WebEOC provides the City with its emergency information management software for computer communication, documentation and operations used in the EOC.

#### **E. Notification of Emergency Personnel**

Notification and coordination of emergency personnel is coordinated through the EOC to help guide response teams throughout the City.

#### **F. Information Gathering and Situation Reporting**

The EOC is responsible for gathering timely, accurate, accessible and consistent information during an emergency. Situation reports (SitReps) create a common operating picture and are used to adjust the operational goals, priorities and strategies. To ensure effective information flow, emergency response agencies at all levels must establish communications systems and protocols to organize, integrate and coordinate information among the affected agencies. The flow of situation reports among the levels of government occurs as shown below:

1. Field Situation Reports (SitReps)

- Field SitReps will be disseminated to the City EOC.

2. Department Operations Center (DOC)

- DOC SitReps will be disseminated to the City EOC.

3. City Emergency Operations Center (EOC)

- The City EOC summarizes reports received from the field, from DOCs and other reporting disciplines and sends to the OA EOC. The City will provide SitReps to the OA based on the following criteria:
  - If the EOC is activated and based on the level of activation.

- If the Mayor declares an emergency.
  - If the City utilizes or plans to utilize Mutual Aid Agreement(s).
4. Los Angeles Operational Area (OA) Emergency Operations Center (EOC)
    - The OA EOC summarizes reports received from the City EOC, other local EOCs, field units, DOCs and other reporting disciplines and forwards to the Cal OES REOC.
  5. Regional Operations Center (REOC)
    - The REOC summarizes SitReps received from the OA EOC, state field units, state department operations centers and other reporting disciplines and forward to the SOC.
  6. State Operations Center (SOC)
    - The SOC will summarize SitReps received from the REOC, state DOCs, agencies and other reporting disciplines and distribute to state officials and others on the distribution list.
  7. Joint Field Office (JFO)
    - When the state-federal JFO is activated, the REOC and SOC SitReps will be assimilated into the JFO SitRep.

#### **G. Public Information**

Public information consists of the processes, procedures and systems to communicate timely and accurate information by accessible means and in accessible formats on the incident's cause, size and current situation to the public, responders and additional stakeholders (both directly affected and indirectly affected). Public information must be coordinated and integrated as part of the MACS across jurisdictions, agencies and organizations; among federal, state, tribal and local governments; and with the private sector and Non-Governmental Organizations (NGOs). Public information includes processes, procedures and organizational structures required to gather, verify, coordinate and disseminate information. Public information guidance and structure details during an emergency are documented in the Emergency Public Information Annex of the EOP.

#### **H. Mutual Aid and Mutual Assistance**

Mutual aid and mutual assistance are support rendered by one jurisdiction to another during declared emergencies. The purpose of mutual aid and mutual assistance is to provide personnel and logistical support to meet the immediate requirements of an emergency situation, when the resources normally available to the City or City department are insufficient.

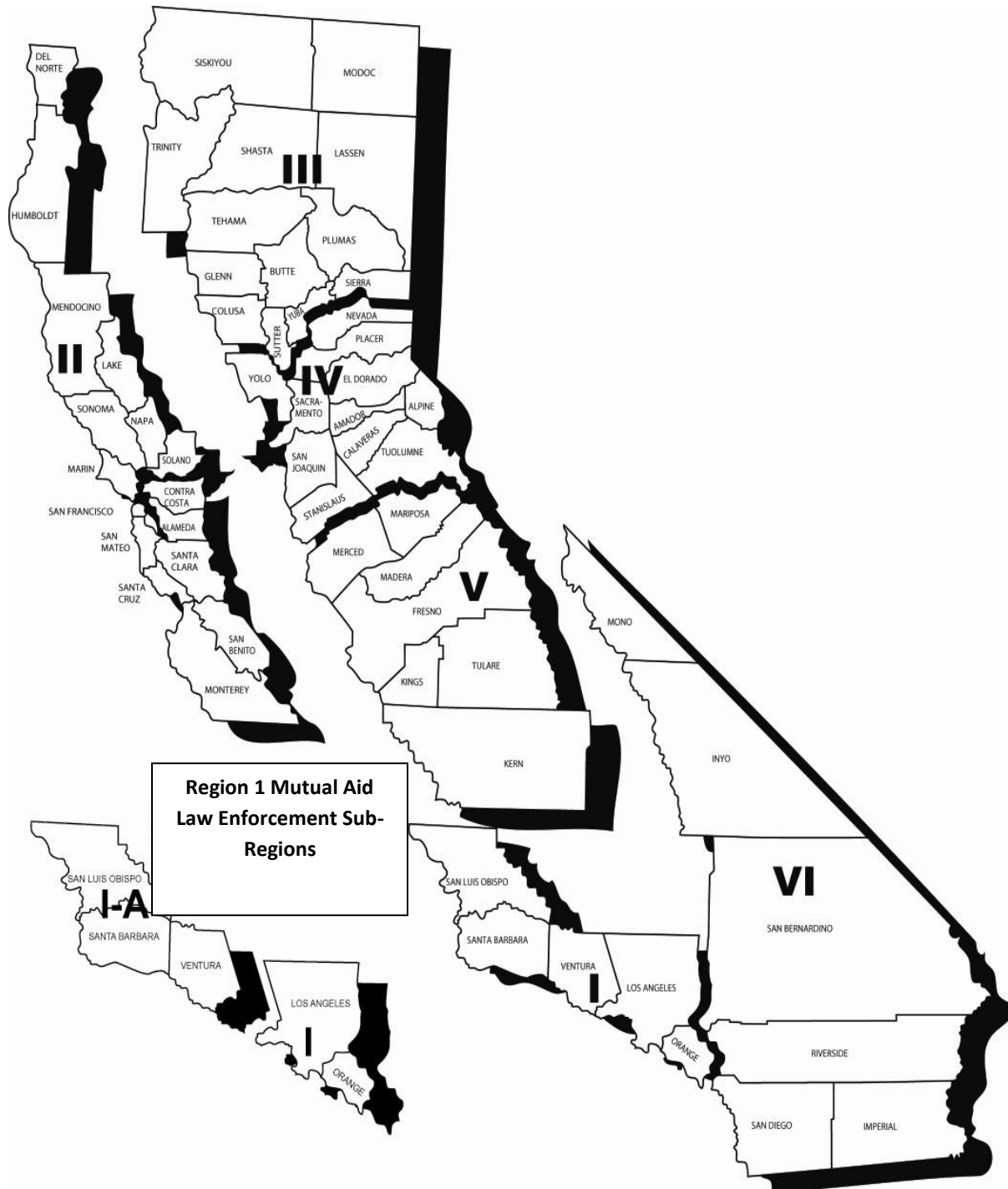
Mutual aid assistance provided to or by the City of Los Angeles will be made in accordance with the California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA) and comply with the provisions set forth in this section.

The MMAA obligates each signatory entity to provide aid to each other during an emergency without expectation of reimbursement. Under specific conditions, federal and state monies may be appropriated to reimburse public agencies who aid other jurisdictions. If other agreements, memoranda and contracts are used to provide assistance for consideration, the terms of those documents may affect disaster assistance eligibility and the City may only be reimbursed if funds are available. Discipline-specific mutual aid agreements are attached to the appropriate EOP Annex or Appendix.

#### 1. Mutual Aid Regions

For mutual aid coordination purposes, California has been divided into six mutual aid regions. The purpose of a mutual aid region is to provide for the more effective application and coordination of mutual aid and other emergency related activities. Figure 8 – Mutual Aid Regions on the following page illustrates the six mutual aid regions. The City is located in Mutual Aid Region I. As shown in the map, Region I has been further divided into two sub-regions to support Law Enforcement Mutual Aid. Each party to the MMAA must ensure that their adopted and approved emergency plans document how they will mobilize public resources to render mutual aid during any type of emergency.

**Figure 8 – Mutual Aid Regions**



2. Emergency Managers Mutual Aid (EMMA) Plan

The Emergency Managers Mutual Aid (EMMA) Plan describes the process by which the state and its political subdivisions coordinate to support the emergency management operations in affected jurisdictions, including the City of Los Angeles under the MMAA. In order to carry out the concepts of EMMA, a companion *Emergency Managers Mutual Aid Guidance* document that provides policies, procedures, checklists and forms to support mutual aid administration is available from the state.

3. Mutual Aid Activation

All mutual aid rendered under the MMAA is based on an incremental and progressive system of mobilization. Under normal conditions, mutual aid plans are activated in ascending order, i.e., from local to operational area to region and to state.

a) City

- Local resources include those available through mutual aid agreements with neighboring jurisdictions, including the resources of the private sector. Local mutual aid resources are activated by requests to participating agencies.

b) Los Angeles Operational Area (OA)

- OA resources are mobilized by the appropriate OA Coordinator in response to requests for assistance from an authorized local official.

c) Regional

- Depending on the type of mutual aid, regional resources are mobilized by the Cal OES Regional Manager or a discipline-specific Regional Mutual Aid Coordinator in response to requests for assistance from an OA Coordinator.

d) Inter-Regional

- Inter-regional mutual aid is mobilized through regional coordinators or Cal OES regional managers, in response to requests made by a mutual aid region to the SOC.

e) State

- During major emergencies, state government resources are mobilized through Cal OES in response to requests received through regional mutual aid coordinators.

4. Mutual Aid Authority

Mutual aid assistance may be provided to or by the City under one or more of the following authorities:

- City mutual aid agreements
- California Master Mutual Aid Agreement
- California Fire and Rescue Emergency Plan
- California Law Enforcement Mutual Aid Plan
- California Coroners' Mutual Aid Plan
- Medical Mutual Aid Plan

- Public Works Mutual Aid Agreement
- Volunteer Engineers Safety Assessment Plan
- Federal Disaster Relief Act of 1974 (Public Law 93-288), as amended

#### 5. Requesting and Using Mutual Aid Resources

Each EOO division shall prepare mutual aid plans and procedures to obtain support in fulfilling that division's emergency operations responsibilities.

Mutual aid will be requested through established channels. The established channel will vary depending upon the mutual aid system being used. The City will reasonably exhaust its own resources before calling for outside assistance and will respond to requests for mutual aid only when to do so would not unreasonably deplete its own resources.

- All mutual aid requests related to the City must be made in accordance with the Mayor's Executive Directive 15. The notifications/mutual aid section of this directive sets the rules for processing of requests for mutual aid, as follows:  
"During an emergency, Department Heads continue to be responsible for their departmental operations. Absent urgent circumstances or existing agreements to the contrary, all outgoing requests for mutual aid shall first be approved by the Mayor, the Mayor's Chief of Staff, or Deputy Mayor of Homeland Security and Public Safety. If, in an emergency, a Department Head is unable to contact the Mayor, the Mayor's Chief of Staff, or Deputy Mayor of Homeland Security and Public Safety, the EMD General Manager shall be contacted."
- Departmental general managers and bureau directors or their designees shall immediately notify the Mayor and the Deputy Mayor for Public Safety upon receipt of any request for mutual aid from Cal OES or an outside jurisdiction.
- Financial reimbursement for mutual aid costs may become available as a result of state and/or federal disaster declarations. Departments can contact the EMD to verify whether a formal declaration of emergency or disaster has been made.
- Detailed procedures for requesting and using mutual aid resources vary by functional discipline. Fire, law enforcement and disaster medical mutual aid systems have established discipline specific OA Mutual Aid Coordinators which will be the primary City contact. Specific mutual aid request procedures are contained in departmental plans and procedures.

#### 6. Receiving Requests for Mutual Aid Resources

Mutual aid requests from outside the City of Los Angeles are subject to provisions of the Mayor's Executive Directive 15. The notifications/mutual aid section of this directive sets the rules for processing of mutual aid requests, as follows:

"If urgent circumstances dictate the immediate deployment of mutual aid resources, the Mayor, the Mayor's Chief of Staff, or Deputy Mayor of Homeland Security and Public Safety shall be notified as soon as possible. Regardless of existing agreements

or the source of the request, Department Heads shall not respond to mutual aid requests wherein the involved personnel and/or equipment cannot be reasonably recalled to provide emergency service within the City limits. If such a mutual aid request is received, Department Heads shall, prior to providing the assistance, obtain approval from the Mayor.”

7. Flow of Mutual Aid and Other Resource Requests

The City of Los Angeles may request mutual aid directly from other local governments where local agreements exist. Discipline-specific mutual aid systems may have procedures that provide additional methods of obtaining resources through the OA, region, and state. Volunteer and private agencies may be involved at each level. Figure 9 – Discipline-Specific Mutual Aid Systems documents the flow of information, resource requests and resources within specific mutual aid agreements relative to the SEMS organization levels.

**Figure 9 – Discipline-Specific Mutual Aid Systems**

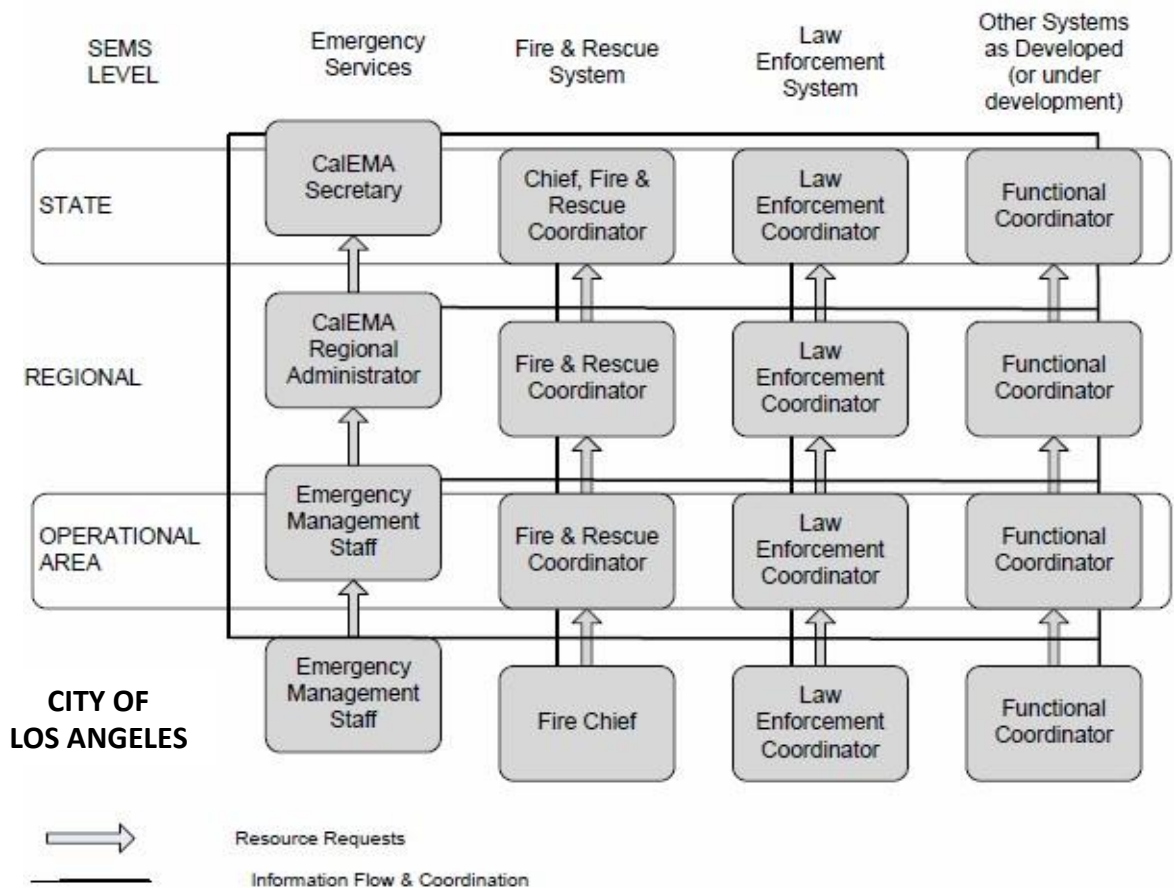
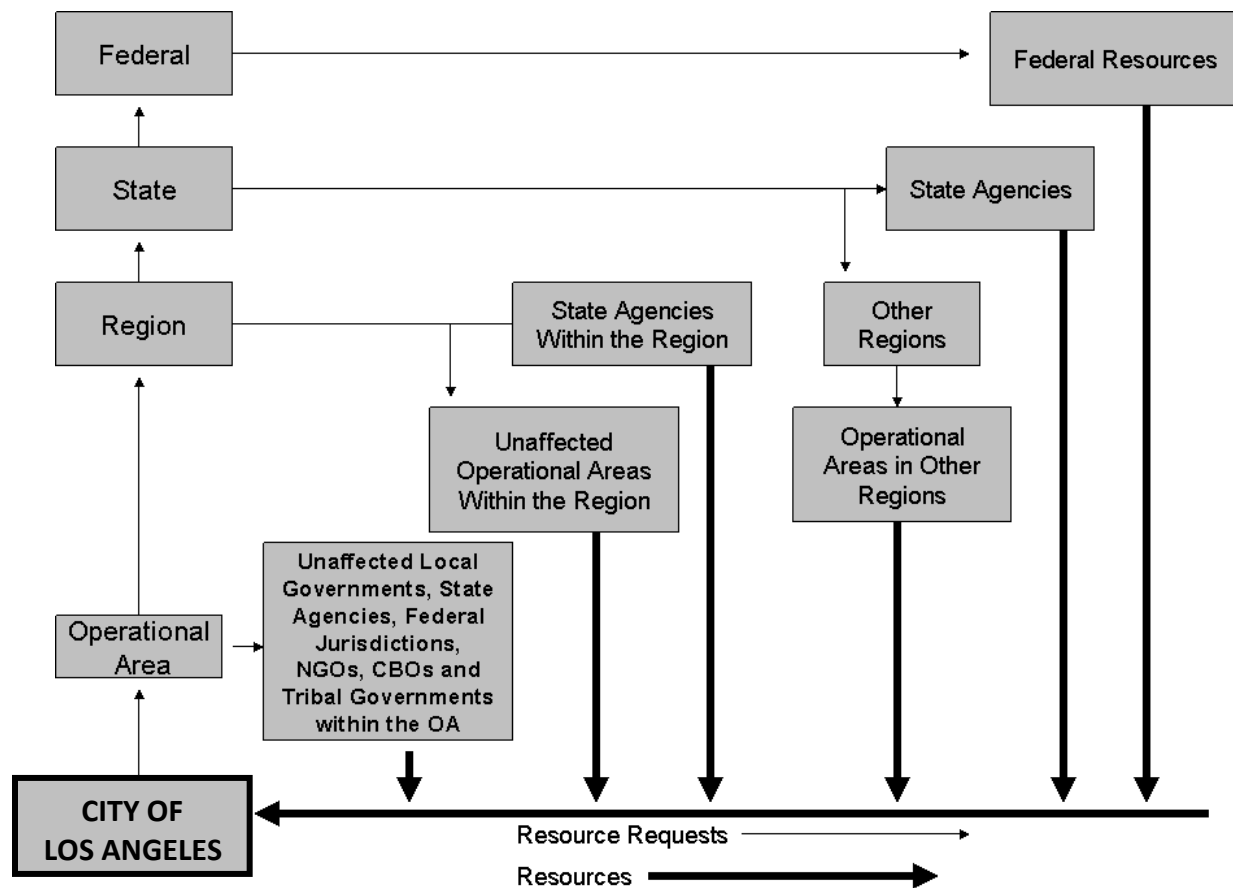


Figure 10 - Flow of Requests and Resources depicts the resource management process for the state under SEMS. In this model, the City has the ability to access all stakeholders at all levels of the system.

### Figure 10 – Flow of Requests and Resources





8. City/County Joint Emergency Operations Procedures

a) The Los Angeles Operational Area (OA)

- Under SEMS, an Operational Area is defined as an intermediate level of the state emergency organization, consisting of a county and all political subdivisions within the county. The OA organization serves as an intermediate link in the lines of communication and coordination between local jurisdictions and the state emergency organization. OA mutual aid coordinators will in some cases function from different facilities.

b) County Government Assistance

- The City of Los Angeles relies on the following agencies of the County of Los Angeles to provide appropriate disaster/emergency related services, as authorized by law.
  - Los Angeles County Department of the Coroner – Chief Medical Examiner
  - Los Angeles County District Attorney
  - Los Angeles County Department of Health Services
  - Los Angeles County Department of Public Health
  - Los Angeles County Department of Mental Health
  - Los Angeles County Probation Department
  - Los Angeles County Public Defender
  - Los Angeles County Department of Public Social Services
  - Los Angeles County Department of Public Works – Flood Control
  - Los Angeles County Sheriff's Department

c) City Agreements with the OA

- The City and County of Los Angeles have entered into a joint agreement regarding procedures to be followed during an emergency. Procedures are listed below and briefly discussed in the following sections.
  - Requesting EOC activation
  - Exchange of EOC liaison personnel
  - City requests for County support
  - County requests for City support
  - Media and/or public information announcements
  - Establishment of MAC
  - Processing of information and SitReps
  - EMMA requests
  - OASIS back-up
  - County-wide Integrated Radio System (CWIRS) radio talk groups
  - EMIS work station SOPs
  - Joint Agreement procedures
  - Impasse resolution

d) Requesting City Emergency Operations Center (EOC) Activation

- The City will activate its EOC if requested to do so by the County EOC. The level of activation and lead agency will be determined by the size and type of event.

- e) Exchange of Emergency Operations Center (EOC) Liaison Personnel
  - Upon activation of the County and City EOCs, the City will provide EOC liaison personnel to the County EOC who possess a comprehensive knowledge of the City's overall capabilities and resources, and who have immediate and direct access to the City's EOC command/management. The designated liaison will depend on the type of emergency and the lead the department during activation.
  - Exchange of liaison personnel will be required upon an activation of the County's EOC and a Level II or higher activation of the City's EOC. This procedure may be modified upon the concurrence of both EOC Directors.
- f) City Requests for County Support
  - i. Existing Mutual Aid Agreement Requests
    - Departments may receive and/or make requests directly to their County counterpart, if existing mutual aid agreements are in place.
    - All City requests for mutual aid or requests for the City to provide mutual aid must be coordinated with the Mayor's Office.
  - ii. Other Assistance Requests
    - Requests for assistance that are not covered by formal, pre-established Mutual Aid Agreements will normally be made over the County's Emergency Management Information System (EMIS), providing the system is operational.
    - These requests, made by the City's EOC Director, or his/her designee, will be directed to the Operations Section Chief in the County EOC for processing.
    - The City EOC will be notified of the disposition of their request over EMIS. If EMIS is not operational, the Operations Section Coordinator will inform the City's EOC Director by the most appropriate means of communication available.
    - Final action should always be documented using EMIS.
- g) County Requests for City Support
  - i. Existing Mutual Aid Agreement Requests
    - Departments may receive requests directly from their County counterpart if existing Mutual Aid Agreements are in place.
  - ii. Other Assistance Requests
    - Requests for assistance that are not covered by formal, pre-established Mutual Aid Agreements will normally be made over EMIS, providing the system is operational.
    - These requests will be directed to the Logistics Section in the City EOC for processing.
    - The County EOC will be notified of the disposition of its request over EMIS. If EMIS is not operational, the Logistics Section Coordinator will inform the Operations Section Coordinator in the County EOC by the most appropriate means of communication available.

- Final action should always be documented using EMIS.
- h) Media/Public Information Announcements
- The Public Information Section Coordinator in the City's EOC will coordinate with the County's PIO on any news releases related to a disaster which includes information about the County.
- i) Establishment of Multi-Agency Coordination (MAC)
- The County EOC Plans and Intelligence Section Coordinator will contact the City EOC Planning/Intelligence Section Coordinator after the County's daily planning meeting to communicate priorities for the next operational period. The County will coordinate any local government mutual aid requests within the OA. Processing of Information and Situation Reports.
  - Los Angeles City reports for the operational period will be attached to County intelligence and situation reports without alteration.
- j) Emergency Management Mutual Aid (EMMA) Requests
- Requests for EMMA personnel support from the City to the County will be directed to and coordinated by the County EOC Operations Section.
  - Requests for EMMA support from the County to the City will be directed to the City EOC Director. The City's EOC Director or Deputy Director will contact the Mayor's Office for permission to respond to a request for assistance from an outside jurisdiction, per Executive Directive 15.
- k) Operational Area Satellite Information System (OASIS) Back-Up Procedures
- Communications over OASIS, as representing the OA, will originate from the County EOC. In the event the City loses OASIS capability, the City EOC Logistics Section Coordinator shall contact the County EOC Logistics Section to request OASIS support.
- l) County-wide Integrated Radio System (CWIRS) Talk Groups
- The County has provided the City with a CWIRS radio. The City EOC Liaison Section Coordinator will ensure that the County liaison to the City EOC has access to a CWIRS radio with equivalent capability. In the event of a failure of both the phone and EMIS systems, the County liaison will be able to communicate with the County EOC by CWIRS radio.
9. Resource Management
- When City resources are exhausted and additional resources are required, resource requests will follow an established process for ordering, tracking, mobilizing and demobilizing. Depending on the scale of the emergency, limited resources may need to be rationed or controlled. Contracts and agreements for emergency response and disaster repair and restoration are entered into by the lowest level of government possible. Further details on resource management are documented in the Logistics Annex of the EOP.

## **I. Sequence of Events During Disasters**

Two sequences of events are typically associated with disasters: One involves the response and the other involves emergency declaration. The response sequence generally describes the emergency response activities to save lives, protect property and preserve the environment. This sequence describes deployment of response teams, activation of emergency management organizations and coordination among the various levels of government. The emergency declaration sequence outlines the steps to gain expanded emergency authorities needed to mitigate the problem. It also summarizes the steps for requesting county, state and federal disaster assistance.

### **1. Before Impact**

When a disaster is foreseen as highly likely, action is taken to save lives and protect property. During this phase, warning systems may be activated, evacuation may begin and resources are mobilized as necessary.

#### **a) Routine Monitoring for Alerts, Watches and Warnings**

Emergency officials constantly monitor events and the environment to identify specific threats that may affect their jurisdiction and increase awareness level of emergency personnel and the community when a threat is approaching or imminent.

#### **b) Increased Readiness**

Sufficient warning provides the opportunity for response agencies to increase readiness, which are actions designed to increase an agency's ability to effectively respond once the emergency occurs. This includes, but is not limited to:

- Briefing government officials.
- Reviewing plans and procedures.
- Preparing and disseminating information to the community.
- Updating resource lists.
- Testing systems such as warning and communications systems.
- Precautionary activation of the EOC.

### **2. Immediate Impact**

During this phase, emphasis is placed on control of the situation, saving lives and minimizing the effects of the disaster.

#### **a) Alert and Notification**

- Response agencies are alerted about an incident by the public through 9-1-1, an EOC duty officer, the California State Warning Center, another response agency, or other method. First responders are then notified of the incident. Upon an alert, response agencies notify response personnel.

#### **b) Resource Mobilization**

- Response agencies/departments activate personnel and mobilize to support the incident response. As the event escalates and expands, additional resources are activated and mobilized to support the response. Activation and mobilization continue for the duration of the emergency as additional

resources are needed to support the response. This includes resources from within the City, or, when resources are exhausted, from outside the City.

c) Incident Response

- Immediate response is accomplished within the affected area by the City and segments of the private sector. First responders arrive at the incident and function within their established field level plans and procedures. The responding agencies will manage all incidents in accordance with ICS organizational structures, doctrine and procedures.<sup>17</sup> Details on specific activities, techniques and procedures necessary to accomplish assigned tasks are included in department plans and SOPs.

d) Establishing Incident Command

- Incident Command is established to direct, order, or control resources by virtue of some explicit legal, agency or delegated authority. Initial actions are coordinated through the on-scene Incident Commander (IC). The Plans Section develops an initial Incident Action Plan (IAP), which sets priorities for the incidents, assigns resources and includes a common communications plan. If multiple jurisdictions or agencies are involved, the first responders will establish a Unified ICP to facilitate multijurisdictional and multiagency policy decisions. The IC may implement an Area Command to oversee multiple incidents that are handled by separate ICS organizations or to oversee the management of a very large or evolving incident that has multiple incident management teams engaged.

e) Activation of the Multiagency Coordination System (MACS)

- Responding agencies will coordinate and support emergency management and incident response objectives through the development and use of integrated MACS and MAC Groups. This includes developing and maintaining connectivity capability between ICP, local 9-1-1 Centers, the EOC, REOC, the SOC and federal EOC and NRF organizational elements.<sup>18</sup>

f) City of Los Angeles Emergency Operations Center (EOC) Activation

- The City EOC will be activated based on the magnitude or need for more coordinated management of the emergency. When activated, the EOC helps form a common operating picture of the incident by collecting, analyzing and disseminating emergency information. The EOC can also improve the effectiveness of the response by reducing the amount of external coordination of resources by the Incident Commander by providing a single point of contact to support multiagency coordination. When activated the City EOC notifies the OA lead that the City EOC has been activated.

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<sup>17</sup> National Incident Management System Compliance Assistance Support Tool Element.

<sup>18</sup> National Incident Management System Compliance Assistance Support Tool Element.

- g) Communications between Field and the Emergency Operations Center (EOC)
    - When the EOC is activated, communications and coordination are established between the IC and the DOC to the EOC, or between the IC and the EOC.
  - h) Los Angeles Operational Area (OA) Emergency Operations Center (EOC) Activation
    - If one or more Local EOC is activated, or if the event requires resources outside the affected jurisdiction, the OA EOC activates. The OA EOC also activates if a Local Emergency is proclaimed by the City of Los Angeles. The OA EOC then coordinates resource requests from the City to an unaffected jurisdiction, or if resources are not available within the OA, forwards the resource request to the REOC and mutual aid coordinators.
  - i) Joint Information Center (JIC) Activation
    - Where multiple agencies are providing public information, the lead agencies will work together to analyze the information available and provide a consistent message to the public and the media. Where practical the agencies will activate a joint information center to facilitate the dissemination of consistent information.
  - j) Department Operations Center (DOC) Activation
    - City departments may activate a DOC to manage information and resources assigned to the incident. If a DOC is activated, an agency representative or liaison may be deployed to facilitate information flow between the two facilities.
3. Emergency Proclamations
- Emergency Proclamations expand the emergency powers and authorities of the City. They also provide a mechanism for unaffected jurisdictions to provide resources and assistance to the City.
4. Sustained Operations
- As the emergency situation continues, further emergency assistance is provided to victims of the disaster and efforts are made to reduce the likelihood of secondary damage. If the situation demands, mutual aid is provided, as well as search and rescue of, shelter and care for and identification of victims.
5. Transition to Recovery
- As the initial and sustained operational priorities are met, emergency management officials consider the recovery phase needs. Short-term recovery activities include restoring the community to a functioning, if not pre-disaster state. During the recovery phase, damage is assessed and local assistance centers are opened.
- a) Local Assistance Center (LAC)
    - Local Assistance Centers (LACs) are opened by the Los Angeles County Office of Emergency Management (OEM) to assist communities by providing a centralized location for services and resource referrals for unmet needs following a disaster or significant emergency. The LAC is normally staffed and

supported by City departments and LAC partner agencies. The LAC provides a single facility at which individuals, families and businesses can access available disaster assistance programs and services. As more federal resources arrive, a state-federal Disaster Recovery Center (DRC) may be collocated with the LACs.

b) Demobilization

- As resources are no longer needed to support the response, or the response activities cease, resources are demobilized. Demobilization includes provisions to address and validate the safe return of resources to their original location and include processes for resource tracking and ensuring applicable reimbursement. Where applicable, the demobilization includes compliance with mutual aid and assistance provisions.

**J. Emergency Proclamations/Declarations**

A local emergency provides the City with expanded emergency police powers and authorities, which include:

- Authorization to promulgate and suspend local orders and regulations necessary to provide for the protection of life and property.
- Authority to acquire or commandeer supplies and equipment for public use.
- Power to conduct and perform emergency response activities under emergency conditions with broadened immunities from legal liability for performance or failure of performance.

Although emergency declarations facilitate the flow of resources and support to the City, they are not a prerequisite for rendering mutual aid and assistance under existing agreements or requesting assistance from the Red Cross.

The California ESA establishes a general scheme for management of emergencies within the state. The Act establishes three levels of emergency in California: (1) Local Emergency, (2) State of Emergency and (3) State of War Emergency. The Act also authorizes certain City government actions during each of these conditions.

1. City of Los Angeles Local Emergency Declaration

The Mayor is empowered to declare the existence of a local emergency or disaster when conditions exist which are, or are likely to become beyond the control of the normal services of City government, or at any time a disaster or State of Emergency is declared by the President of the United States or by the Governor of California. The declaration of a Local Emergency by the Mayor will be in writing and will take effect immediately upon issuance. The Mayor will cause widespread publicity and notice to be given of such declaration throughout the City.

a) Powers of the Mayor during a Local Emergency

The Mayor is Director of the EOO. During a local emergency, all powers and duties conferred upon the EOB, or any officer or chief of a functional EOO division, shall be exercised subject to the approval of the Director. The Director is

authorized to promulgate issue and enforce rules, regulations, orders and directives considered necessary for the protection of life and property. The rules, regulations, orders, and directives will take effect immediately upon issuance, and copies of such documents will be filed in Office of the City Clerk.

b) Violation of Emergency Regulations

During a declared local emergency, obstructing a member of the EOO in the performance of duties imposed by the Emergency Operations Ordinance, or violation of any rule, regulation, order, or directive issued pursuant to LAAC, Section 8.29, constitutes a misdemeanor, punishable by a fine up to \$500 or imprisonment for up to six months or both (Los Angeles Municipal Code, Section 8.77).

c) Local Emergency Deactivation

The EOO Director will keep the City Council fully advised as to the status of the emergency. The City Council will declare and publicize the termination of such local emergency at the earliest possible date that conditions allow. Upon the City Council's announcement of the termination of the local emergency, such rules, regulations, orders or directives will terminate and have no further force or effect.

2. Los Angeles Operational Area (OA) Notification

When conditions and time allow, the Mayor, or designee, drafts and signs a Local Emergency Declaration. The City EOC advises the OA EOC of the declaration.

3. Cal OES Notification

The OA EOC, in turn, advises the Cal OES Regional Administrator.

4. Request for Cal OES Secretary's Concurrence

The City can request cost reimbursement from the state for certain disaster-related costs under the California Disaster Assistance Act (CDAA) following the declaration of a Local Emergency.

5. Request for the Governor to Proclaim a State of Emergency

When emergency conditions exceed, or have the potential to exceed, local resources and capabilities, the City government may request state assistance under the California ESA. The formal request may be included in the original emergency declaration or as a separate document. The request must be received within ten days of the event.

6. Initial Damage Estimate

The request should include a copy of the declaration document and an Initial Damage Estimate (IDE) that estimates the severity and extent of the damage caused by the emergency. An IDE may not be required for sudden emergencies with



widespread impacts, emergencies of significant magnitude, or during fast moving emergencies where immediate response assistance is necessary.

7. Analysis of Request

The request and the IDE are reviewed by the Cal OES Region and a recommendation is made to the Governor through the Secretary of Cal OES.

8. Proclamation of a State of Emergency

The Governor proclaims a State of Emergency based on the formal request from the City and the recommendation of Cal OES. If conditions and time warrant, the Governor drafts and signs a formal State of Emergency Proclamation. The Governor has expanded emergency powers during a proclaimed State of Emergency.

9. Governor's Proclamation without a Local Request

A request from the City is not always necessary for the Governor to proclaim a State of Emergency. The Governor can proclaim a State of Emergency if the safety of persons and property in California are threatened by conditions of extreme peril or if the emergency conditions are beyond the emergency response capacity and capabilities of the local authorities.

10. Proclamation of a State of War Emergency

In addition to a State of Emergency, the Governor can proclaim a State of War Emergency whenever California or the nation is attacked by an enemy of the United States, or upon receipt by California of a warning from the federal government indicating that such an enemy attack is probable or imminent. The powers of the Governor granted under a State of War Emergency are commensurate with those granted under a State of Emergency.

11. State Request for a Presidential Declaration

When it is clear that State capabilities will be exceeded, the Governor can request Federal assistance, including assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). The Stafford Act authorizes the President to provide financial and other assistance to State and local governments, certain private nonprofit organizations, and individuals to support response, recovery, and mitigation efforts following Presidential emergency or major disaster declarations.<sup>19</sup>

12. Declaration of Emergency or Major Disaster

The President of the United States can declare an Emergency or Major Disaster under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 USC §5121 et seq.), thereby providing federal government resources to support the

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<sup>19</sup> National Response Framework, January 2008

states' response and recovery activities. While Presidential Declarations under the Stafford Act release federal resources and funding to support response and recovery, federal agencies may also provide assistance under other authorities or agreements that do not require a Presidential Declaration.

## **VI. RECOVERY CONCEPT OF OPERATIONS**

Recovery responsibilities and activities are delineated into Recovery Support Functions (RSFs) in accordance with the National Disaster Recovery Framework (NDRF). Specific recovery strategies and procedures based on the RSFs are documented in the Recovery Annex of the EOP.

The recovery phase of an emergency or disaster is often defined as restoring a community to its pre-disaster condition. More realistically, recovery is the process of re-establishing a state of normalcy in the affected communities.

### **A. Transition to Recovery**

While the immediate lifesaving activities are occurring, emergency managers are simultaneously assessing how soon the response phase can transition to recovery. Critical response phase operations will gradually shift to assisting individuals, households, businesses and governments in meeting basic needs and returning to self-sufficiency.

### **B. Short Term Recovery**

Short-term recovery operations begin concurrently with or shortly after the commencement of response operations. Although referred to as “short-term” recovery, these activities may last for weeks. Short term recovery addresses the health and safety needs beyond rescue, the assessment of the scope of damages and needs, the restoration of basic infrastructure, and the mobilization of recovery organizations and resources. It also includes returning individuals, families, critical infrastructure, and essential government or commercial services to a functional, if not pre-disaster, state.

### **C. Long Term Recovery**

Long-term recovery continues the short term recovery actions but focuses on community restoration. Long term recovery may continue for a number of months or years depending on the severity and extent of the damage sustained. These activities include those necessary to restore a community to a state of normalcy, given the inevitable changes that result from a major disaster. Long-term recovery activities require significant planning to maximize opportunities and mitigate risks after a major incident.

### **D. Individuals and Households**

Individuals and households will try to stabilize their circumstances by seeking adequate shelter, assessing damage to their property, resuming work and other regular activities, applying for federal assistance and obtaining insurance proceeds.

### **E. The Private Sector**

The private sector engages in activities necessary to resume business operations, including assessing damage, implementing continuity of business plans, caring for

employees, shifting operations to temporary facilities or other locations, applying for federal assistance and obtaining insurance proceeds. In coordination with City government, businesses also may play a key role in donating goods and services for community recovery.

**F. Non-Governmental Organizations (NGOs)**

NGOs and CBOs (What is a CBO? Write it out the first time.), such as the Red Cross and the Salvation Army, will provide support to individuals and households who are displaced by a disaster and work with governmental organizations to support the transition from care and shelter operations to interim housing arrangements. Community organizations active before a disaster may expand their services to meet increased needs. Such groups include churches, neighborhood health clinics and food distribution agencies. NGO and CBOs may provide a range of services such as donations management, emergency food, clothing and shelter, as well as support of housing reconstruction. They provide these services independently or in coordination with federal, state and local efforts.

**G. Local Governments Actions**

Local government, including counties, cities, special districts and tribal governments organize recovery operations according to their respective priorities and mechanisms for conducting business. These jurisdictions may work with neighboring jurisdictions to share resources or address common problems. Regional entities may also play a role in setting priorities and obtaining resources for recovery within their respective areas of authority.

**H. Local Assistance Centers (LACs)**

LACs provide centralized services for disaster survivors. LACs are staffed with representatives of City and state agencies and NGOs and provide a convenient “one-stop shop” for disaster survivors who can access recovery assistance and referrals to other programs and assistance that may not be represented. LACs may also host representatives of organizations that provide other services such as the United States Postal Service, utilities and property tax officials who can help survivors begin the process of recovery. Federal agencies may also provide representatives who can provide information regarding federal disaster assistance programs. Further details on LACs policies and procedures are documented in the Local Assistance Center Annex of the EOP.

**I. Federal Emergency Management Agency (FEMA) Disaster Recovery Centers (DRCs)**

FEMA may establish DRCs to centralize public outreach operations for federal agencies and their respective assistance programs and to supplement LAC operations. The City coordinates with the OA, State and Federal government in the operation and establishment of DRCs.

**J. Transition to the Joint Field Office (JFO)**

As resources and conditions allow, Cal OES and FEMA establish the Joint Field Office JFO to manage and coordinate recovery operations. In general, all ESFs (Write out the first time.) that support federal response and recovery efforts operate from the JFO once it is activated. The City EOC Director will assign a liaison to the JFO to facilitate interaction, communication and coordination with the Federal government and its resources.

**K. Multiagency Coordination (MAC) Groups**

The JFO may establish a MAC Group to facilitate coordination among various agencies, technical groups, private sector and NGOs. The MAC will develop recommendations on criteria for prioritizing limited resources, the need for technical specialist groups and will provide these recommendations to the SOC and REOC Directors, Federal Coordinating Officer (FCO) and State Coordinating Officer (SCO) as appropriate.

**L. Debris Management Programs**

Disasters may create significant quantities of debris that must be removed and disposed of to reduce threats to public health and safety and allow for the recovery of the community. Debris management poses challenges for the City in terms of available resources for: debris management operations, appropriate procurement and management of contractors, reduction of debris volume, disposal and segregation, handling and disposal of household hazardous waste and other hazardous materials. There are also legal requirements to recycle applicable waste streams and specific environmental issues that need to be evaluated for compliance issues.

Debris management operations are the responsibility of the City jurisdiction; however, OA, State and Federal assistance for debris management is available. Detailed information on debris management programs are documented in the Debris Flow Annex of the EOP.

## **VII. CONTINUITY PLANNING**

Some emergencies create extraordinary demands on government entities and emergency response agencies, which in extreme circumstances, may stress them to the point that they can no longer operate and provide emergency and essential services. A major emergency could include death or injury of key government officials, partial or complete destruction of established seats of government and the destruction of public and private records essential to continued operations of government and industry. The inability of government to provide emergency and essential services can cause direct damage to government infrastructures, life safety and basic human needs may be compromised leading to increased morbidity, mortality and civil unrest.

### **A. Planning Authority**

Executive Directive No. 15 and LAAC Chapter 3 provide authority for the continuity and preservation of departmental functions and responsibilities. The Directive and Code specifically provide for the preservation of government and its services.

### **B. Continuity Plans**

To ensure continuity of government and continuity of operations, the City and its departments must plan for the preservation, maintenance, or reconstitution of government. When an emergency occurs, continuity planning will support the government's ability to:

- Restore and maintain emergency operations.
- Restore and maintain public health and safety.
- Restore and maintain government operations.
- Protect the City's economy.
- Conserve the environment.

### **C. Planning Elements**

To ensure continuity the following elements must be addressed by departments at all levels:

- Identification and prioritization of essential functions.
- Establishment, promulgation and maintenance of orders of succession.
- Pre-identification and updates, as necessary, of delegations of authority.
- Identification, establishment and maintenance of continuity facilities.
- Identification, establishment and maintenance of continuity communications.
- Establishment and maintenance of a system of vital records management.
- Establishment of a program that identifies and supports human capital, including continuity personnel and other staff.
- Establishment of a process for devolution of control and direction.
- Establishment of a process for reconstitution.
- Development of an effective test, training and exercise program to support continuity efforts.

#### **D. City Authority**

The Mayor has the legal authority under a Local Emergency to commandeer resources required to address the situation at-hand. As such, significant City government intervention and control of an emergency exists by its legal authority.

#### **E. Private Sector**

In addition to public sector continuity planning, the private sector should develop similar plans to ensure City businesses and economic institutions continue to function following an emergency.

#### **F. Continuity of Government**

Maintaining the continuity of government at the time of an emergency is required by the California Emergency Services Act. It is essential that the local government continues to function to preserve law and order and restore local services. In the event a local emergency is so serious that the continuity of government is temporarily disrupted, the restoration of government services will be the primary objective.

#### **G. Emergency Lines of Succession**

The City Council has provided for the preservation of the City government in the event of an emergency. (LAAC, Section 8.25). This Code designates those City officials responsible for the continuity of government in the event of the absence or inability to serve by the responsible officials.

Should the Mayor (EOO Director) be unable to serve, individuals who hold permanent appointments to the following positions in City government will automatically serve as Acting Mayor in the order shown. An individual serving as Acting Mayor shall have the authority and powers of the Mayor as EOO Director.

- President, City Council
- President Pro tempore, City Council
- Assistant, President Pro tempore, City Council
- All other Council members according to seniority, and where seniority is the same, then by alphabetical order by last name
- Chair, EOB

The alternates to key positions in divisions of the EOO are shown in appropriate divisional sections or annexes of this plan.

The alternates to key positions in the regular departments and agencies of government, or of business and industry, are shown in department emergency plans, executive or administrative orders or the equivalent issued by department or agency authorities.

#### **H. Temporary Seat of Government**

The temporary seat of government in event the normal location is not available because of emergency conditions will be Van Nuys City Hall.

**I. Preservation of Records**

The City Clerk is designated Chief of Records. Vital records of the City are stored in records storage rooms located in the City Clerk's Office and other locations as he/she may designate and make available. Vault space is available for emergency storage of additional vital records during periods of increased readiness or upon the announcement of a warning condition.



## **VIII. EMERGENCY OPERATIONS ORGANIZATION (EOO) DIVISION FUNCTIONS**

The EOO Division Functions in Figure 6 – Functions and Resources – Emergency Operations Organization Divisions consist of primary activities deemed essential to addressing the emergency management needs of communities in all phases of emergency management. The EOO Division Functions are:

- A single department is assigned to lead each EOO Division Function based on its authorities, resources and capabilities.
- Each EOO Division member department is responsible to assist in coordinating the City's response to emergencies, including provision of mutual aid and the allocation of essential supplies and resources.

LAAC Division 8, Chapter 3, Article 9 promulgates the distribution of EOO Division Functions and Duties.

### **A. Emergency Operations Organization (EOO) Functions during an Emergency Operations Center (EOC) Activation**

The EOO Division Functions are a source for department-specific and subject matter expertise that can be utilized during an emergency response at any level of SEMS. When an EOO Division Function is employed during EOC activation, it provides access to support resources and capabilities.

#### **1. Designated Representative**

The EOO Division Functions are comprised of designated department and position representatives that can be called upon to support the EOC when activated. The EOO Division Function representatives are identified on the basis of subject matter expertise regarding their department, authorities and resources.

### **B. Coordination with Other Government Emergency Functions**

Similarities between the EOO Division Functions, California Emergency Functions (CA-EFs) and the Federal Emergency Support Functions (ESFs) exist. ESFs have been developed and organized for the purpose of providing federally-controlled resources to state and federal agencies during the response and recovery phases of a disaster. While similar to the federal ESFs, the CA-EFs are established to augment state operations during all four phases of emergency management. Finally, local governments and OAs are not required to implement the ESF or CA-EF concept unless they choose to do so. The City of Los Angeles EOO Division Functions are organized to be consistent with their local resources and are established according to SEMS regulations and guidelines.

#### **1. State Emergency Functions**

The CA-EFs (Attachment I - California Emergency Functions) consist of seventeen primary activities deemed essential to addressing the emergency management needs of communities in all phases of emergency management by the State. At the state level, the CA-EFs consist of an alliance of state agencies, departments and

stakeholders with similar functional responsibilities. The CA-EFs were designed to bring together discipline-specific stakeholders at all levels of government to collaborate and function within the four phases of emergency management.

2. Coordination with Federal Emergency Support Functions (ESFs)

The federal government organizes much of its resources and capabilities under 15 ESFs (Attachment H - Federal Emergency Support Functions) as described in the National Response Framework (NRF). When the federal government deploys its ESF to assist in an emergency, it provides the greatest possible access to federal department and agency resources regardless of which organization has those resources. ESF coordinators and primary agencies are identified on the basis of authorities and resources. Support agencies are assigned based on the availability of resources in a given functional area. Each ESF aligns categories of resources and provides strategic objectives for their use. The ESF will utilize standardized resource management concepts such as typing, inventorying and tracking to facilitate the dispatch, deployment and recovery of resources before, during and after an incident.

## **IX. CITY ROLES AND RESPONSIBILITIES**

During times of emergency the Mayor may call upon the services, resources and capabilities of City departments, offices, boards, commissions, councils and authorities.

Below are the key departments and agencies that have primary or support roles in an emergency in support of citywide response and recovery. City departments not specifically listed in the plan may be called upon to carry out assigned activities necessary to mitigate the effects of an emergency.

### **City Departments**

1. Aging, Department of (Aging)
  - Provide services to individuals aged 60 years old and above who reside in the City of Los Angeles.
  - Assist disaster relief agencies, e.g. Red Cross, who are providing services for the aged.
2. Airports, Los Angeles World (LAWA)
  - Respond to requests for health and safety assessment, i.e. atmospheric testing, hazardous materials sampling/testing, etc.
  - Determine financial and accounting work related support.
  - Provide technology assistance to the EOC.
  - Provide heavy-duty equipment mechanics and operators.
  - Deployment of engineers and construction inspectors to assess the integrity of City facilities, including existing structures, civil improvements, fire, life and safety systems.
3. Animal Services, Department of (Animal Services)
  - Provide staff to the City's EOC.
  - Supply support and assistance to the LAPD evacuating units with respect to animal issues.
  - Supply support and assistance to the LAFD to aid in fire suppression where the evacuating of animals is necessary for the LAFD to conduct fire suppression activities.
  - Assist the Red Cross, Los Angeles Unified School District (LAUSD), and RAP Parks with animal needs.
  - Work in conjunction with the LAPD to ensure public safety with respect to animal issues.
4. Building and Safety, Los Angeles Department of (LADBS)
  - Provide staff to the City's EOC.
  - Identify occupancy fitness of structurally damaged primary City buildings.
  - Vacate and post buildings and portions of buildings or areas as unsafe or safe for occupancy and determine imminent and potential hazards on private property.

- Notify other agencies and individuals of damage assessment inspection results, including structural condition of buildings or sites.
  - Document damage to Department facilities to facilitate repairs and financial assistance from FEMA and other agencies.
  - Conduct regular business operations including plan check, permit issuance, inspection of new construction projects, and code enforcement activities at a level that the emergency permits.
  - Determine post-disaster resources available for the safety and damage assessment of buildings, including but not limited to staff, equipment, facilities and provide post-disaster safety and damage assessment information.
  - Impose emergency building regulations
  - Analyze building code provisions based on the extent of damage to structures and develop recommendations for code changes.
5. Chief Legislative Analyst, Office of (CLA)
- Provide analysis and recommendations to the Council on legislative and policy issues relating to recovery efforts. Long-term recovery issues and policies may be overseen by council Committees, as necessary.
  - Monitor and analyze legislative and policy issues related to the recovery of critical infrastructure and make recommendations to the Council and individual Council Committees, as necessary.
  - Monitor and analyze legislative and policy issues related to the improvement of critical infrastructure during recovery and make recommendations to the Council and individual Council Committees, as necessary.
  - Monitor and analyze legislative and policy issues related to City departments' involvement in the restoration of daycare facilities during recovery and make recommendations to the Council and individual Council Committees, as necessary.
  - Monitor and analyze legislative and policy issues related to City departments' involvement in service delivery to older adults during recovery and make recommendations to the Council and individual Council Committees, as necessary.
  - Monitor and analyze legislative and policy issues related to City departments' involvement in service delivery to people with disabilities and others with access and functional needs during recovery and make recommendations to the Council and individual Council Committees, as necessary.
  - Monitor and analyze legislative and policy issues related to engaging the community during recovery and make recommendations to the Council and individual Council Committees, as necessary.
6. City Attorney, Office of the (CA)
- Provide legal advice to City departments in matters relating to evaluating government and community planning processes.

- Provide legal advice to City departments, as needed.
  - Assign staff to the Neighborhood Council and the Neighborhood Prosecutor Section to meet with communities to pursue misdemeanor violations related to quality of life.
5. City Clerk, Office of the (City Clerk)
    - Staff support for EOC Planning and Intelligence Section/Documentation Unit.
    - Coordinate City Council support and services.
    - Serves as custodian of EOO records.
    - Update emergency response requirements based on the effectiveness of emergency management.
    - Facilitate meeting with City Hall occupants and City Clerk personnel to ensure adequate knowledge of emergency procedures and reporting responsibilities and requirements.
  6. Contract Administration, Bureau of (BCA)
    - Earthquake safety assessment of public infrastructure if deployed by the EOC.
    - Annual erosion control inspection and resource requests for rainstorm damage monitoring if deployed by the EOC.
    - Structural building safety assessment if deployed by the EOC.
    - Inspection of contracted Public Works (PW) construction projects resulting from Sewage Spills, - deployed in conformance with standard contract operating procedures and under the jurisdiction of the Inspector of Public Works.
    - Badge inspectors for limited traffic or perimeter control purposes if deployed by the EOC.
    - Monitoring and contract administration of all recovery operations by private contracting companies.
  7. Controller, Office of the (Controller)
    - Oversee and approve all City expenditures.
    - Ensure that the City's payroll and payments to vendors are processed.
    - Maintain precise records on the City's cash position.
  8. Convention and Tourism Development, Los Angeles Department of (LADCTD)
    - Emergency Operations staging area (LAPD, LAFD, etc.).
    - Bioterrorism response support (POD/Megasite, Warehouse, etc.).
    - Venue of last resort services (requires Mayor authorization).
    - Hospital surge capacity augmentation (requires Mayor authorization).
    - Shelter-in-place capability for staff and guests.
    - Disaster shelter for displaced residents when available.

9. Disability, Department on (DoD)

- Will provide technical support to ensure public facilities are ADA accessible and compliant. In the event a facility is not physically accessible, Department on Disability (DOD) designated staff will request the necessary resources through the EOC – Mass Care Section.
- Provide technical assistance to the EOC and City departments, as requested.
- Provide technical assistance to the Mayor's Office and PIOs on the ADA and Federal Communications Commission (FCC) Regulations in relation to the release of information to the media, in order to educate and inform the public on steps to mitigate or respond to an emergency.
- DOD, as well as all City departments, will ensure the ability to provide equal access to all City provided services, for people with disabilities.
- Coordinate reasonable modifications and auxiliary aids and services to individuals with disabilities and the deaf community while in shelter or attempting to access City services, if requested.
- Provide technical assistance and ADA assessment and recommendations at major City events/incidents involving the public in which the EOC may not be activated.
- Prepare to staff EOC, if requested, in the following positions: Disabilities Access and Functional Needs (DAFN) Technical Specialist in the Planning and Intel Section and the Disabilities Access and Functional Needs Unit Leader in the Mass Care Branch.

10. Emergency Management Department (EMD)

- Coordinate EOC activation readiness and responsibilities.
- Provide support to the EOB.
- Lead, with the CAO in the implementation of critical emergency recovery functions.
- Identify and support Local Assistance Centers (LACs), in consultation with the Office of the Mayor, and with support from other City departments.
- Coordinate with other departments to changes in the terrorism threat alert level.

11. Engineering, Bureau of (Engineering)

- Provides access to vital records (such as City infrastructure plans).
- Performs damage assessment.
- Prepares special maps and Geographic Information System (GIS) analysis of disaster areas.
- Designs and implements remedial measures.

12. Fire Department, Los Angeles (LAFD)

- Provide Class-1 fire protection, rescue, and emergency medical services.
- Supports evacuation conduct and notification in extenuating circumstances during an incident, in cooperation with the ICP or UC.

- Directs Fire Suppression and Rescue personnel.
- Coordinates decontamination operations.
- Advises on hazardous material conditions and impacts.
- Provides emergency medical resources, as necessary.
- Provides urban search and rescue resources, as necessary.
- Coordinates the use of CERT volunteers.
- Initiate requests to open shelters in events where the EOC is not activated and a Field Incident Command System organization is established, if a situation so warrants.
- Implement EOC Command and General Staff positions, as necessary.

#### 13. General Services, Department of (GSD)

- Obtain and provide resource support and services (as well as recovery activities) to citywide emergency operations.
- Repair structural and electrical damage to City facilities including elevators, air-conditioners, alarms, boilers, etc.
- Assist in providing emergency electrical power via generators.
- Coordinates fleet support such as helicopters for emergency use in addition to providing emergency fuel supplies and helicopter maintenance to departments.
- Assist in demolition activities if needed.
- Assist with alternate sources of energy and fuel.
- Assist departments in relocating operations.
- Maintain inventory of EOC-designated critical City resources.
- Coordinate and send responders to EOC Logistics Section.

#### 14. Housing and Community Investment Department of Los Angeles (HCIDLA)

- Coordinate/assist in the damage assessment of multi-family structures.
- Coordinate/assist in the identification of temporary and permanent housing opportunities.
- Implement and manage public programs to finance the long-term reconstruction of single-family and multi-family housing structures.
- Support City recovery funding by keeping track of all expenditures, including housing resources and funds, loan programs, repair funds to residential property owners, and construction grants.
- Ensure compliance with all applicable local, State, and Federal requirements for audit purposes.
- Track and maintain damage assessment data, loan applications, payment processing, construction, and grants.

#### 15. Information Technology Agency (ITA)

- Provide and/or restore emergency communication and information processing services to City departments engaged in public safety functions.

- Facilitate the provision of vital information to the public (e.g., Channel 35, City Internet, City 800 numbers, 311).
  - Restore communications and information processing services which are critical to emergency operations or the resumption of regular City operations.
  - Provide EOC technical support.
16. Public Library, Los Angeles (LAPL)
- Staff support for EOC Planning and Intelligence Section/Documentation Unit.
  - As instructed by Mayoral directive, provide shelter during extreme heat/cold weather.
17. Mayor's Office
- Functions applicable to the Mayor's Office include the EOB, Emergency Management Committee and the Mayor's Liaison to EOC member needs as appropriate.
  - Provide liaison staff to the EOC, in addition to any command posts or incident sites as necessary/appropriate.
18. Pension, Fire and Police
- Assist EOC Finance and Administration Section.
19. Personnel Department (Personnel)
- Provide staff to the City's EOC.
  - Registering convergent volunteers for disaster volunteer work.
  - Designating assembly points for volunteer personnel.
  - Dispatching volunteers to assembly points, emergency command posts or other locations.
  - Establishing liaison with City Council offices for the use of volunteers to assist with recovery operations.
  - Dispatching City staff (Disaster Service Workers) for disaster work.
20. Planning Department, City (Planning)
- Participate and coordinate with other City departments in the response and recovery strategy.
  - Provide maps and zoning information about disaster areas, resources and potential relocation sites.
  - Process and expedite Conditional Use Permits, Zone modifications, and other approval processes in response to the disaster.
  - Expedite modifications to the City's General Plan where necessary.
  - If City network is restored, provide access to the department's database of designated and eligible historic properties.
  - Evaluate and map impact of disaster on historic resources.



21. Police Department, Los Angeles (LAPD)

- Provide security in disaster areas, as well as the actual policing functions normally associated with law enforcement activities, including prevention of civil disorder/unrest.
- Maintain an orderly flow of traffic in, out, and around all areas affected by a disaster. Priority will be given to provide ingress/egress for emergency vehicles responding to any disaster.
- Responsible for managing evacuation routes, directing evacuees to an evacuation center and escorting emergency vehicles (as needed) during a disaster.
- Responsible for the continuity of jail operations following a disaster.
- Responsible for the maintenance of information flow within the LAPD and through the City governing officials (Mayor's Office) to ensure internal organization of continuity of operations.

22. Port of Los Angeles (POLA)

- Supply the EOC with a representative from the port that will provide information about port status and operations, if necessary.
- Support City actions in reducing cargo movement from the port onto either rail systems or onto the highway system. In the event of an emergency, this traffic may need to be delayed, rerouted or stopped for a period of time.
- Work with port tenants in guiding service companies as to needs of agencies.

23. Public Works, Board of (BPW)

- Commissioner attends emergency EOB meeting to decide on policies and procedures.
- Awards emergency contracts.
- Support EOO Divisions.

24. Recreation and Parks, Department of (RAP)

- Perform damage assessments. Implement remedial measures to abate imminent threats.
- Deploy inspections teams.
- Remove hanging limbs and downed trees.
- Coordinate Shelter-Welfare functions when the Mayor has declared an emergency, State emergency, declaration of war and the EOC is activated.
- Arrange for shelter facilities for persons rendered homeless as a result of a local emergency as a responsibility of the Mass Care Branch.
- Provide available personnel to EOC and department facilities as shelters. RAP will provide personnel and equipment to assist other EOO divisions during an emergency.

- Assign Park Rangers and other employees to respond to Unified Incident Command for activation of evacuation center, shelter, or staging. Provide firefighting apparatus and staff as resources allow.
- Make arrangements for the services of Red Cross, LAUSD and other governmental agencies as needed to furnish food, clothing, registration, information services, and rehabilitation services to individuals affected by an emergency.

#### 25. Sanitation, Bureau of (Sanitation)

- Respond to sewer emergencies and storm drain emergencies including line breaks, blockages, surcharges, and flooding.
- Maintain the following services for public health and safety.
  - Wastewater pumping
  - Wastewater collection
  - Wastewater treatment
  - Storm water pumps
  - Refuse disposal capability
  - Refuse collection at shelters and evacuation centers
  - Dead animal collection
- Identification of disposal sites that recycle demolition debris.

#### 26. Street Lighting, Bureau of (Street Lighting)

- Assess the magnitude of, and, damage caused by an emergency and estimate costs and time frames to restore street lighting facilities.
- Provide and disseminate information to the public on how to report damaged street lighting systems.
- Repair and restore operations to damaged street lighting systems.
- Provide LAFD with resources and equipment in support of Urban Search and Rescue efforts.
- Provide resources and staff to Bureau of Engineering to evaluate structures that have been damaged in an emergency.
- Assist Los Angeles Department of Water and Power (LADOT) by barricading and marking areas with electrical hazard.

#### 27. Street Services, Bureau of (Street Services)

- Provide access for LAPD, LAFD and other first responders during disaster recovery.
- Provide trucking support and equipment transport.
- Provide compressed air and pneumatic tools.
- Perform safety inspection of bridges, tunnels and bulkheads with the Bureau of Engineering.
- Perform safety inspections with LADBS on hillside properties and slopes.

- Assist in containing and clean-up of hazardous spills at the request and supervision of LAFD.
- Coordinate with LAFD and LAPD for hazardous waste cleanup within the public right of way.
- Deliver and place barricades, K-rails, and other traffic safety devices at the request of LAPD or LAFD.
- Assist LAPD and LADOT in full and partial street closures and detour routes.
- Furnish sand/sandbags.
- Clear obstructed public right of ways.
- Provide a Bureau representative to the EOC and Incident Command Post, as necessary.

#### 28. Transportation, Los Angeles Department of (LADOT)

- Provide assistance to Police and Fire Divisions during evacuations and in developing and maintaining emergency routes.
- Conduct initial damage/safety assessment of the transportation infrastructure, including freeways, streets, bridges, railroads, airports and harbor facilities.
- Install, maintain and repair traffic control devices.
- Direct and control traffic around disaster sites and along commuter and other important travel routes.
- Develop emergency travel routes.
- Designate alternate routes, prepare special traffic control plans, identify locations to be controlled/closed/barricaded.
- Coordinate transportation services for the public displaced from normal travel routes and facilities.
- Mobilize emergency transportation resources, including buses and taxis, to transport emergency workers, evacuate citizens and expedite emergency operations.
- Coordinate with other agencies supplying common carrier services.
- Enforce parking and other traffic regulations as necessary.
- Provide a department representative to the EOC, OA EOC, Joint Operations Center, or other governmental management structure as required.

#### 29. Water and Power, Los Angeles Department of (LADWP)

- Department of Water and Power (LADWP) responders to the EOC serve as the Utility Branch Director, Water System subject matter expert, and Power System subject matter expert.
- As the Director of the Utility Branch, LADWP representatives coordinate emergency services from municipally owned (LADWP), special districts (Metropolitan Water District of Southern California), and privately owned utilities (Southern California Gas Company) with the exception of privately owned communications systems.

## **X. ADMINISTRATIVE PRACTICES**

### **A. Administrative Practices**

Adherence to standard administrative and financial procedures is critical to ensure resources and funding to support response and recovery activities are accurately tracked and accounted for. Standard administrative and financial practices also support proper cost accounting in order to obtain any reimbursement provided through disaster assistance programs.

Each department is required to have documented internal administrative procedures in place to track financial costs related specifically to the response and/or recovery of an incident. These procedures must include tracking all expenditures specifically related to the incident, including personnel costs such as straight and overtime payroll costs related specifically to the incident. Departments are also required to have in place, documented internal administrative procedures for requesting, fulfilling and tracking internal resource requests, department to department (DOC-to-DOC) resource requests, field to department (field-to-DOC) and department to EOC (DOC-to-EOC). Each department is responsible for the tracking of its own resources, including the tracking of personnel.

If an incident meets designated thresholds for Proclamation or Declaration of a State and/or Federal Emergency or Disaster, the Department of the CAO, acting as the City's Authorized Agent, will develop a method for collecting financial documentation from departments as needed for submission as part of the City's reimbursement application process.

### **B. Standard Operating Procedures (SOPs)**

The City of Los Angeles EOP is developed as a management document to facilitate mitigation, preparedness, response, and recovery efforts.

This Plan is developed to describe the overall citywide response function and capabilities, and is to be used by each department identified within this Plan to develop their own SOPs specifically for their department to direct tactical operations. When developing SOPs, each department is to take into consideration all of the activities identified in this Plan directly related to their own department, as well as how those activities interact with, support, or require support from other departments identified within this Plan. All SOPs must ensure inclusionary planning for people with disabilities and others with access and functional needs.

The EOP is intended to be used in conjunction with departmental, County, OA and state agency plans and associated SOPs. Where supporting plans are inconsistent with the general principles described in the City EOP, the City plan will supersede supporting plans.

SOPs provide the purpose, authorities, duration and details for the preferred method or performing a single function or a number of interrelated functions in a uniform manner. SOPs must also facilitate the need to carry out actions under conditions that may not have been anticipated when the SOP was drafted. For example, it may be necessary to consider alternative procedures that solve a problem in order to perform in a more time-efficient or cost-efficient way. It is clear, therefore, that some procedures may need to be suspended, relaxed or made operational under threat of disaster. However such action should be carefully considered and the consequences should be projected realistically.

### **C. Vital Records Retention**

During an emergency situation or incident, it is important to keep specific records related to staff assignments and costs, related to the response to and recovery from the emergency/incident. Each department has their own internal processes for ensuring proper documentation of actions; incident specific cost tracking, personnel time keeping, and record retention of these documents.

In accordance with standard cost accountability practice for unique events, man-made and/or natural disasters, all City Departments are required to document their financial costs of labor, materials and equipment in addressing the event.

Each City Department, proprietary and Council controlled operates their respective accounting operations/practices within the guidelines of the Mayor's Executive Directives, the California Natural Disaster Assistance Act and the Federal Code of Regulations Title 44 of the Stafford Act to maximize potential reimbursement eligible costs and minimize ineligible costs.

Maintenance of administrative records continues through all phases of an emergency.

- In preparation for an emergency, training and appropriate forms are provided, including procedures for all units of potential response organization.
- During a response, entities ensure that adequate documentation is collected through the Documentation Unit at the incident and EOC, for activities of personnel, use of equipment and expenditures for the emergency.
- Finally, after the response has been terminated, records should be protected and maintained for audit purposes. The Cost Unit is responsible for cost recovery records and assisting in collecting any missing information. Problem areas are identified, corrective measures taken and employees retrained in the proper, updated procedures.

### **D. Agreements and Understandings**

The City of Los Angeles government structure consists of three proprietary departments, 14 non-charter departments and 15 joint authority and regional relationships. Because of this complexity, the number of agreements and MOUs has not been compiled into a central location.

## **XI. AUTHORITIES AND REFERENCES**

The following is a list of a number of basic Federal, State, and local statutes, codes, ordinances, regulations, and other guidance relating to emergency operations. The list also identifies authorities that might come into play in the course of emergency operations. The cited authorities are not intended to be a comprehensive listing of every legal authority that might relate to emergency operations. Therefore, it is important that planners consult with their local legal counsel to identify and address legal issues that might arise in the course of emergency operations. Additional authorities and references are documented in the EOP Annexes and Appendices.

### **A. Authorities**

#### **1. Federal**

- a) The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended. <http://www.fema.gov/about/stafact.shtm>
- b) Homeland Security Presidential Directive-5 (HSPD-5). <http://www.gpo.gov/fdsys/pkg/PPP-2003-book1/pdf/PPP-2003-book1-doc-pg229.pdf>
- c) National Incident Management System. Department of Homeland Security. December 2008. [http://www.fema.gov/pdf/emergency/nims/NIMS\\_core.pdf](http://www.fema.gov/pdf/emergency/nims/NIMS_core.pdf)
- d) National Response Framework. Department of Homeland Security. January 2008. <http://www.fema.gov/pdf/emergency/nrf/nrf-core.pdf>
- e) Americans with Disabilities Act of 1990, as amended. <http://www.ada.gov/pubs/ada.htm>
- f) Developing and Maintaining Emergency Operations Plans. Comprehensive Preparedness Guide (CPG) 101, Version 2.0, 2010. [http://www.fema.gov/pdf/about/divisions/npd/CPG\\_101\\_V2.pdf](http://www.fema.gov/pdf/about/divisions/npd/CPG_101_V2.pdf)

#### **2. State of California**

- a) California Constitution. <http://law.justia.com/california/constitution/>
- b) California Emergency Services Act, 2006. <http://hazardmitigation.calema.ca.gov/docs/ESA-all8-06-final.pdf>
- c) California Code of Regulations, Title 19, Chapters 1 through 6, including:
  - i. Chapter 1, Standardized Emergency Management System. <https://law.resource.org/pub/us/ccr/gov.ca.oal.title19.html>

- ii. Chapter 2, Emergencies and Major Disasters.\_  
[http://www.sjgov.org/ems/PDF/PublicSafetyCh2.3\\_DSW.pdf](http://www.sjgov.org/ems/PDF/PublicSafetyCh2.3_DSW.pdf)
    - iii. Chapter 6, Disaster Assistance Act Regulations.\_  
<http://www.kintera.org/atf/cf/%7BE475D1A4-FB9C-4135-AE8B-9310119C7F19%7D/CHAPTER%206%20%20CDAA.pdf>
  - d) California State Emergency Plan.\_  
<http://www.calema.ca.gov/PlanningandPreparedness/Documents/SEP%207-01-09%20covrev.pdf>
3. County
- a) Operational Area Emergency Response Plan.  
<http://lacoa.org/PDF/OA%20ERP.pdf>
4. City
- a) City of Los Angeles Administrative Code, Division 8, Chapter 3 Local Emergencies.  
[http://www.amlegal.com/nxt/gateway.dll/California/laac/administrativecode?f=templates\\$fn=default.htm\\$3.0\\$vid=amlegal:losangeles\\_ca\\_mc](http://www.amlegal.com/nxt/gateway.dll/California/laac/administrativecode?f=templates$fn=default.htm$3.0$vid=amlegal:losangeles_ca_mc)
  - b) City of Los Angeles Mayor's Executive Directives.
    - i. No. 15 Emergency Management.\_  
[http://ens.lacity.org/mayor/villaraigosa/mayorvillaraigosa331283129\\_03172011.pdf](http://ens.lacity.org/mayor/villaraigosa/mayorvillaraigosa331283129_03172011.pdf)
    - ii. No. 16 Disaster Service Workers.\_  
[http://ens.lacity.org/mayor/villaraigosa/mayorvillaraigosa331283130\\_03172011.pdf](http://ens.lacity.org/mayor/villaraigosa/mayorvillaraigosa331283130_03172011.pdf)
    - iii. No. 17 Emergency Operations Center.\_  
[http://ens.lacity.org/mayor/villaraigosa/mayorvillaraigosa331283132\\_03172011.pdf](http://ens.lacity.org/mayor/villaraigosa/mayorvillaraigosa331283132_03172011.pdf)
    - iv. No. 18 National Incident Management System.\_  
[http://ens.lacity.org/mayor/villaraigosa/mayorvillaraigosa331283133\\_03172011.pdf](http://ens.lacity.org/mayor/villaraigosa/mayorvillaraigosa331283133_03172011.pdf)
    - v. No. 19 Mayor's Emergency Response Council.\_  
[http://ens.lacity.org/mayor/villaraigosa/mayorvillaraigosa331283134\\_03172011.pdf](http://ens.lacity.org/mayor/villaraigosa/mayorvillaraigosa331283134_03172011.pdf)
    - vi. No. 23 Individuals with Disabilities and Access and Functional Needs.\_  
[http://ens.lacity.org/mayor/villaraigosa/mayorvillaraigosa331283140\\_05232012.pdf](http://ens.lacity.org/mayor/villaraigosa/mayorvillaraigosa331283140_05232012.pdf)
  - c) City of Los Angeles Departmental Emergency Plans.

## ATTACHMENT A: ACRONYMS

Acronym	Full Name
AAR	After Action Report
AA	Administering Agencies
ACI	Approved Course of Instruction
ADA	Americans With Disabilities Act
AEOC	Alternate Emergency Operations Center
Aging	Department of Aging
Alliance	Los Angeles Regional Alliance
Animal Services	Department of Animal Services
AP	Action Plan
BCA	Department of Public Works Bureau of Contract Administration
BOC	Business Operations Center
BPW	Board of Public Works
CA	Office of the City Attorney
CA-EF	California Emergency Functions
Cal OES	California Governor's Office of Emergency Services
CAO	City Administrative Officer
CDAA	California Disaster Assistance Act
CERT	Community Emergency Response Team
City	City of Los Angeles
City Clerk	Office of the City Clerk
CLA	Office of the Chief Legislative Analyst
COG	Continuity of Government
CONOPS	Concept of Operations
Controller	Office of the Controller
COOP	Continuity of Operations
CPG	Comprehensive Preparedness Guide
CSTI	California Specialized Training Institute
CSWC	California State Warning Center
CUPA	Certified Unified Program Agency
CWIREs	County-wide Integrated Radio System
DHS	United States Department of Homeland Security
DOC	Department Operations Center
DoD	Department on Disability
DRC	Disaster Recovery Center
DSW	Disaster Service Worker
EMAC	Emergency Management Assistance Compact
EMD	Emergency Management Department
EMIS	Emergency Management Information System
EMMA	Emergency Management Mutual Aid
Engineering	Department of Public Works Bureau of Engineering



ENLA	Emergency Network Los Angeles
EOB	City of Los Angeles Emergency Operations Board
EOC	Emergency Operations Center
EOO	Emergency Operations Organization
EOP	Emergency Operations Plan
ERD	Emergency Resource Directory
ESA	California Emergency Services Act
ESF	Emergency Support Function
FCC	Federal Communications Commission
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
FIREScope	Firefighting Resources of California Organized for Potential Emergencies
GDP	Gross Domestic Product
GIS	Geographic Information Systems
GSD	Department of General Services
HazMat	Hazardous Material
HCIDLA	Housing and Community Investment Department of Los Angeles
HSEEP	Homeland Security Exercise and Evaluation Program
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IDE	Initial Damage Estimate
IMS	Information Management System
ISO	California Independent Systems Operator
ITA	Information Technology Agency
JFO	Joint Field Office
JIC	Joint Information Center
JIS	Joint Information System
JRIC	Joint Regional Intelligence Center
LAAC	Los Angeles Administrative Code
LAC	Local Assistance Center
LADBS	Los Angeles Department of Building and Safety
LADCTD	Los Angeles Department of Convention and Tourism Development
LADOT	Los Angeles Department of Transportation
LADWP	Los Angeles Department of Water and Power
LAFD	Los Angeles Fire Department
LAPD	Los Angeles Police Department
LAPL	Los Angeles Public Library
LAUSD	Los Angeles Unified School District

LAWA	Los Angeles World Airport
LHMP	City of Los Angeles Local Hazard Mitigation Plan
MAC	Multi-Agency Coordination
MAC Group	Multiagency Coordination Group
MACS	Multiagency Coordination System
MMAA	California Disaster and Civil Defense Master Mutual Aid Agreement
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NDRF	National Disaster Recovery Framework
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NRF	National Response Framework
OA	Los Angeles Operational Area
OASIS	Operational Area Satellite Information System
Personnel	Personnel Department
PIO	Public Information Officer
Planning	City Planning Department
POLA	Port of Los Angeles
PW	Public Works
RAP	Department of Recreation and Parks
Red Cross	American Red Cross Los Angeles Region
REOC	Regional Emergency Operations Center
RSF	Recovery Support Functions
Sanitation	Department of Public Works, Bureau of Sanitation
SCO	State Coordinating Officer
SEMS	California Standardized Emergency Management System
SitRep	Situation Report
SOC	State Operations Center
SOP	Standard Operating Procedure
Street Lighting	Department of Public Works, Bureau of Street Lighting
Street Services	Department of Public Works, Bureau of Street Services
UC	Unified Command
UCG	Unified Coordination Group
VOAD	Voluntary Organizations Active in Disaster

## ATTACHMENT B: EXECUTIVE DIRECTIVE NO. 15



ANTONIO R. VILLARAIGOSA  
MAYOR

### EXECUTIVE DIRECTIVE NO. 15

Issue Date: March 17, 2011

To: Heads of all Departments of City Government

Subject: Emergency Management

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#### Introduction

The government of the City of Los Angeles has the legal authority and responsibility to ensure that emergency planning, preparedness, response, and recovery activities exist to mitigate the effects of a disaster or an emergency impacting City infrastructure, residents, business and governmental service delivery.

All aspects of City government have a vested interest in ensuring the City's capability to preserve life, protect property, stabilize and resolve incidents, limit loss, and ensure continuity of operations and government.

Pursuant to this Executive Directive, the following instructions shall be implemented by Department Heads, including all Board and Commission members, General Managers, Directors and Administrators of Departments, Offices, Bureaus and Agencies.

#### Emergency Management Department

The Emergency Management Department (EMD) is the lead City agency responsible for directing and supervising the City's emergency management program to include: planning, preparedness, response and recovery activities to mitigate the impact of natural, manmade and accidental incidents of high consequence.

EMD is responsible for providing coordination, compliance, assistance, oversight and implementation of all emergency management activities, including but not limited to emergency plans, exercises, training, community outreach, Emergency Operations Center (EOC) readiness and response and City recovery operations.

Through contemporary and effective coordination, management and leadership, EMD will optimize the City's capability to ensure an effective and efficient City response and

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recovery operation to any natural, manmade or accidental incident of high consequence.

#### **Notifications/Mutual Aid**

Every Department Head or designee shall notify the Mayor, the Mayor's Chief of Staff or Deputy Mayor of Homeland Security & Public Safety, and the EMD General Manager of any emergency and/or event which is likely to: (1) significantly impact regular department or bureau operations; or (2) have Citywide implications; or (3) attract significant media coverage.

During an emergency, Department Heads continue to be responsible for their departmental operations. Absent urgent circumstances or existing agreements to the contrary, all outgoing requests for mutual aid shall first be approved by the Mayor, the Mayor's Chief of Staff, or Deputy Mayor of Homeland Security and Public Safety. If, in an emergency, a Department Head is unable to contact the Mayor, the Mayor's Chief of Staff, or Deputy Mayor of Homeland Security and Public Safety, the EMD General Manager shall be contacted. If urgent circumstances dictate the immediate deployment of mutual aid resources, the Mayor, the Mayor's Chief of Staff, or Deputy Mayor of Homeland Security and Public Safety shall be notified as soon as possible.

Regardless of existing agreements or the source of the request, Department Heads shall not respond to mutual aid requests wherein the involved personnel and/or equipment cannot be reasonably recalled to provide emergency service within the City limits. If such a mutual aid request is received, Department Heads shall, prior to providing the assistance, obtain approval from the Mayor.

#### **City Employee Responsibilities**

The primary responsibility for managing the response of City employees during and following a disaster lies with the individual operating departments. Employees of all departments represent a valuable resource which might be needed in response to a disaster.

In the event of an emergency during normal working hours, City employees shall remain at work and may be assigned duties that can be performed safely to assist in the emergency response and recovery efforts of the City.

The Mayor has sole authority to order a general release of City employees. Department Heads may release individual employees as instructed by the Mayor and/or in accordance with their department emergency plan.

Whenever an emergency occurs outside normal working hours, all employees are directed to follow news media broadcasts and comply with instructions issued for City employees or respond in accordance with established departmental procedures.

Employees who leave their assignment without authorization when emergencies occur during working hours, or who fail to comply with instructions issued outside of normal working hours may be subject to disciplinary action.

### **Emergency Planning**

- **City Emergency Plan Development and Department Participation**

EMD shall coordinate citywide emergency planning.

Emergency operations plans will exist within and across departments that provide direct guidance on the response of City assets to a disaster or other emergency. EMD will have responsibility for inter-departmental collaboration in constructing the City's Emergency Operations Master Plan and Procedures (Master Plan).

All City departments are hereby directed to provide appropriate staff representation to emergency planning, mitigation, response, and recovery efforts. Further, all City departments are responsible for providing requested input for plan development or revision when requested to do so by EMD.

- **Department Emergency Plans**

Every Department Head is hereby directed to prepare, implement and maintain a departmental emergency plan and be familiar with and have a working knowledge of the Master Plan.

All departmental emergency plans shall follow a Department Emergency Plan Template as determined by EMD, and should comply with the City's Guidelines for Department Emergency Plans. The Template and Guidelines are aligned with the four phases of emergency management:

- **Preparedness.** This section identifies how your department prepares both its employees and the department prior to a disaster or community emergency. It discusses available Department resources and activation procedures.
- **Mitigation.** This section details measures taken to limit the adverse impact of natural and intentional hazards either prior to or as a result of a disaster or community emergency to protect its employees, residents, business owners, and visitors in the City.

- Response. This section details department response policies and procedures utilizing both personnel and equipment to respond during or immediately after a disaster or community emergency to meet the life preservation and basic subsistence needs of those people impacted.

- Recovery. This section details department short and long term recovery policies and procedures following a disaster or community emergency focusing on restoring or possibly improving the pre-disaster living conditions of the impacted communities.

Every Department Head shall ensure that their department's emergency plan is reviewed and updated annually, and submitted to EMD digitally and in hard copy.

EMD shall report the status of City-wide plans to the Mayor on an annual basis.

Departments must ensure that their plans – as with all City emergency plans – correctly represent information on people with disabilities, the elderly, and others in the City who have functional needs that could impede their ability to access disaster relief and emergency management resources in a quality and efficient manner.

- **Departmental Sustainability**

All Department Heads shall plan for the sustainment of their essential personnel and resources for the initial 72 hours of a disaster. Department emergency plans should address issues including but not limited to food, water and shelter for their essential personnel, as well as fuel for essential vehicles and equipment.

Sustainment planning may be accomplished through pre-identified and documented agreements with other City departments, through pre-established vendor-managed inventory agreements, or individual pre-incident department purchases. EMD will need to ensure that this information is coordinated in some manner that allows it to be easily accessible to departments.

Before, during and after disasters and other emergencies, Department Heads are responsible for knowing the location and availability of their department personnel and physical resources.

All Department Heads shall participate in and support EMD efforts to create and manage a Citywide asset management system which will track all departments' assets as prescribed by the Master Plan.

### **Training and Exercises**

Department Heads are hereby directed to ensure that their employees are trained as appropriate on emergency management roles and responsibilities, including but not limited to, the individual, the department and the City operational level.

In addition, all departments will ensure appropriate staff participation in the design, development, execution and analysis of emergency management training and exercises as requested by EMD.

EMD will coordinate all EOC training and will set the minimum training, certification and curriculum standards required for all EOC response personnel. Department Heads shall require that employees with an EOC response role meet the standards established by EMD.

### **Emergency Response**

All Department Heads are responsible for ensuring that an appropriate number of trained department personnel are available to fill their respective emergency missions and, if necessary, respond to the City's Emergency Operations Center (EOC), Department Operations Center (DOC), an established Incident Command Post (ICP), Area Command Post (ACP) or any other worksite temporarily or permanently staffed by the City for disaster operations or relief support.

### **Community Preparedness and Outreach**

EMD is responsible for the overall coordination of the City's community preparedness efforts. All departments that provide presentations and other forms of preparedness outreach must coordinate with EMD to ensure the community receives a consistent preparedness message.


All departments are mandated to participate to the fullest extent possible in preparedness efforts developed by EMD.

### **Annual Report**

Each January, every Department Head shall submit a report to the EMD General Manager documenting the review, and any revisions of, their Department Emergency Plan. The report shall also include training and exercise activities in which staff participated during the previous year.

The EMD General Manager shall evaluate all departmental annual submissions and appropriately report to the Mayor on the State of the City's emergency management program.

Executed this 17 day of March, 2011

  
\_\_\_\_\_  
ANTONIO R. VILLARAIGOSA  
Mayor

Supersedes the following Executive Directives:  
Hahn Series: No. EP-1 dated December 3, 2002  
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## ATTACHMENT C: EXECUTIVE DIRECTIVE NO. 16



ANTONIO R. VILLARAIGOSA  
MAYOR

### EXECUTIVE DIRECTIVE NO. 16

Issue Date: March 17, 2011

**To:** Heads of all Departments of City Government

**Subject:** Disaster Service Workers

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#### Introduction

The protection of the health and safety and preservation of the lives and property of the people of the City of Los Angeles from the effects of natural or manmade emergencies which result in conditions of disaster or in extreme peril to life, property, and resources is of paramount local importance requiring the responsible efforts of public and private agencies and individual citizens. In furtherance of the exercise of the authority of the City in protection of its citizens and resources, all City employees are hereby declared to be Disaster Service Workers subject to such disaster service activities as may be assigned to them by their superiors or by law.

Pursuant to this Executive Directive, the following instructions shall be implemented by Department Heads, including all Board and Commission members, General Managers, Directors and Administrators of Departments, Offices, Bureaus and Agencies.

#### Disaster Service Workers

The following definitions pertain to the Disaster Service Worker program:

- A "Disaster Service Worker" is any City employee registered with the City for the purpose of engaging in disaster service pursuant to the California Emergency Services Act.
- "Disaster Service Worker" **does not include** any member registered as an active fire fighting member of any regularly organized volunteer fire department, having official recognition, and full or partial support of the county, city, town or district in which such fire department is located.

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- "Disaster service" means all activities authorized by and carried on pursuant to the California Emergency Services Act, including approved and documented training necessary or proper to engage in such activities.
- "Disaster service" **does not include** any activities or functions performed by a person if the City receives a fee or other compensation for the performance of that person's activities or functions.
- "Training" is a planned activity sponsored by the City and may include classroom instruction, disaster drills or exercises, or related activities that are designed to enhance the disaster response skills (including safety) of the disaster service worker.

#### **Classifications and General Duties**

Each Disaster Service Worker in any classification shall, without regard to a formal designation or assignment, be considered to be acting within the scope of disaster service duties while assisting any unit of the City of Los Angeles Emergency Operations Organization (EOO) or performing any act contributing to the protection of life or property, or mitigating the effects of an emergency or potential emergency either:

- Under the authorization of a duly constituted superior in the emergency organization; or,
- Under the supervision and direction of the American Red Cross while carrying out its programs in consonance with state and local statements of understanding, or in carrying out a mission assigned to that agency by a responsible state or local authority.

The various classifications of Disaster Service Workers and the general duties of the members of each classification shall be limited to those described below:

1. Animal Rescue, Care and Shelter. Veterinarians, veterinary support staff and animal handlers providing skills in the rescue, clinical treatment, and transportation of all animals, including but not limited to companion animals, livestock, poultry, fish, exhibition animals, zoo animals, laboratory and research animals, and wildlife; assisting in the procurement of shelters, equipment, and supplies; documenting arrival, sheltering, treatment, and discharge or placement of animals.
2. Communications. Install, operate and maintain various communications systems and perform related service, to assist officials and individuals in the protection of life and property.

3. Community Emergency Response Team Member. Under the direction of emergency personnel or a designated team leader, assist emergency units within their block, neighborhood, or other area assignment; survey area conditions; disseminate information; secure data desirable for emergency preparedness planning; report incidents; and generally assist officials and individuals in the protection of life and property.
4. Finance and Administrative Staff. Perform executive, administrative, technical, financial and clerical functions for the emergency organization.
5. Human Services. Assist in providing food, clothing, bedding, shelter, and rehabilitation aid; register evacuees to promote reuniting families and to support the needs of special populations; compile authoritative lists of deceased and missing persons; and other phases of emergency human services, such as maintaining morale and administering to the mental health, religious or spiritual needs of persons suffering from the effects of the disaster.
6. Fire. As auxiliary fire fighters or auxiliary wildland fire fighters, assist regular fire fighting forces or fire protection agencies to fight fire, rescue persons, and save property; control forest or wildland fires or fire hazards; instruct residents in fire prevention and property defense methods, methods of detecting fire, and precautions to be observed in reducing fire hazards. Ratios of auxiliary fire fighters to regular firefighters shall be determined by the Fire Chief.
7. Laborer. Under the direction and supervision of the responding agency, performs general labor services and supports emergency operations.
8. Law Enforcement. As Auxiliaries, assist law enforcement officers and agencies to protect life and property; maintain law and order; perform traffic control duties; guard buildings, bridges, factories, and other facilities; isolate and report unexploded ordnance.
9. Logistics. Under the direction of the emergency organization, assist in procurement, warehousing, and release of supplies, equipment materials, or other resources. Assist in mobilization and utilization of public and private transportation resources required for the movement of persons, materials, and equipment.
10. Medical and Environmental Health. Staff casualty stations, establish and operate medical and public health field units; assist in hospitals, out-patient clinics, and other medical and public health installations; maintain or restore environmental sanitation; assist in preserving the safety of food, milk, and water and preventing the spread of disease; perform laboratory analysis to detect the presence and minimize the effects of nuclear, chemical, biological, radiological or other hazardous agents.

11. **Safety Assessment Inspector.** Survey, evaluate and assess damaged facilities for continued occupancy or use; assist in emergency restoration of facilities for utilities, transportation, and other vital community services; and provide recommendations regarding shoring or stabilization of damaged or unsafe buildings or structures.
12. **Search and Rescue.** Under the direction of the appropriate authority, perform search and rescue operations in one or more of several areas including: search and rescue; urban search and rescue; or mine and confined space rescue.
13. **Utilities.** Assist utility personnel in the repair and restoration of public utilities damaged by disaster.

#### **Oath of Affirmation**

All Disaster Service Workers shall, before they enter upon the duties of their employment, take and subscribe to the oath or affirmation required by this document. In the case of intermittent, temporary, emergency or successive employments, all with the City of Los Angeles, an oath taken and subscribed as required by this document shall be effective for the purposes of this document for all successive periods of employment which commence within one calendar year from the date of that subscription.

The oath or affirmation may be taken before any officer authorized to administer oaths. The oath or affirmation of any Disaster Service Worker may be taken before his appointing power or before any person authorized in writing by his appointing power.

Neither compensation, nor reimbursement for expenses incurred shall be paid to any Disaster Service Worker unless such Disaster Service Worker has taken and subscribed to the oath or affirmation required by this chapter. It shall be the duty of the person certifying to public payrolls to ascertain and certify that such disaster service worker has taken such oath or affirmation.

The City of Los Angeles ensures access for City employees - acting as Disaster Service Workers - to workers' compensation benefits. This program is made available to protect those workers from financial loss as a result of injuries sustained while engaged in disaster service activities and to provide immunity from liability while providing disaster service.

Worker's compensation claims for injuries sustained by disaster service workers while performing disaster service, shall be filed under the same authorities and guidelines as claims filed by paid employees. The claim shall include: the appropriate claim and employer's report of injury forms as prescribed by the State Compensation Insurance Fund; a written narrative account of the incident that may include witness statements;

and, a copy of the claimant's current disaster service worker registration form indicating the loyalty oath or affirmation was administered.

#### **Records Management**

An employee shall be deemed to be registered if the following information is on file as stated in the section entitled "Records Management".

1. Name of the employee.
2. Address of the employee.
3. Date enrolled in the program (established as the date the loyalty oath is administered).
4. Classification of disaster service to which the volunteer is assigned.
5. A signed statement that the loyalty oath or affirmation was taken or subscribed before an officer authorized to administer oaths.


Each person registered as a disaster service worker must satisfactorily complete a course or courses of training or instruction, including periodic refresher training. Documented proof of professional certification or licensing may also be requested.

The Emergency Management Department (EMD) shall ensure disaster training is approved, documented and supervised, and shall ensure disaster training is commensurate with the duties of the disaster service worker.

Documented proof of the oath or affirmation of any Disaster Service Worker is an integral part of an injury claim for workers' compensation. File retention should follow the same rules as other public personnel records. The oath or affirmation shall be filed with the Personnel Department, The Office of the City Clerk, and the employee's own department.

The specific employee shall be responsible for keeping their registration current and accurate.

Executed this 17 day of March, 2011

  
\_\_\_\_\_  
ANTONIO R. VILLARAIGOSA  
Mayor

## ATTACHMENT D: EXECUTIVE DIRECTIVE NO. 17



ANTONIO R. VILLARAIGOSA  
MAYOR

### EXECUTIVE DIRECTIVE NO. 17

Issue Date: March 17, 2011

To: Heads of all Departments of City Government

Subject: Emergency Operations Center

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#### Introduction

The government of the City of Los Angeles has the legal authority and responsibility to ensure that emergency planning, preparedness, response, and recovery activities exist to mitigate the effects of a disaster or an emergency impacting City infrastructure, residents, business and governmental service delivery.

All aspects of City government have a vested interest in ensuring the City's capability to preserve life, protect property, stabilize and resolve incidents, limit loss, and ensure continuity of operations and government.

Pursuant to this Executive Directive, the following instructions shall be implemented by Department Heads, including all Board and Commission members, General Managers, Directors and Administrators of Departments, Offices, Bureaus and Agencies.

#### Emergency Operations Center Structure

The City of Los Angeles Emergency Operations Center (EOC) shall be organized around the Incident Command System (ICS) structure. The structure shall consist of:

- EOC Management
- Operations Section
- Planning Section
- Logistics Section
- Finance/Administration Section

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This organization and structure will allow the EOC to coordinate strategic operations and planning efforts as well as coordinate local, State and federal assistance as necessary.

The Emergency Management Department shall be responsible for the development of the EOC organization and structure.

#### **Staffing of the Emergency Operations Center**

The Emergency Management Department will identify the departments that are responsible for the staffing of the various EOC positions or support roles. Once departments are identified with an EOC role or responsibility, all departments shall provide appropriate personnel for training and credentialing.

During an EOC activation or exercise, all identified departments will provide appropriate trained and credentialed personnel (EOC Responders) to their assigned EOC roles and responsibilities in accordance with the guidelines set forth by the Emergency Management Department. Departments shall only provide those EOC Responders identified and appropriate to the level of EOC staffing requested by either the Emergency Management Department or the EOC Director(s) as determined by the requirements of the EOC activation or exercise.

It is the responsibility of each department to ensure that they maintain at least a minimum level of trained and credentialed EOC Responders as adequate to fulfill their department's EOC roles and responsibilities at all times. Special consideration should be taken to provide a depth of trained EOC Responders to be able to fill gaps during vacation or other leave, as well as provide personnel relief for multiple operational periods of EOC activation.

All unauthorized personnel are to refrain from entering the EOC during times of activation or exercise.

#### **Emergency Operations Center Training & Credentialing**

The Emergency Management Department will be responsible for the development of a standardized "position specific" training & credentialing program for identified positions within the EOC. Those departments identified by the Emergency Management Department responsible for staffing various EOC positions or support roles shall provide personnel to attend training as specified by the Emergency Management Department. It is the responsibility of each department, to ensure that the personnel they identify meet the requirements for EOC credentialing.

Departments may provide additional training above and beyond the training set forth by the Emergency Management Department for EOC Responders.



**Emergency Operations Center Scope**

The EOC shall be responsible for overarching City-wide strategic planning and coordination operations. The EOC shall be responsible for maintaining a City-wide common operating picture and situation status.

EMD shall be responsible for coordinating and publishing after-action reports (AAR) for EOC activations. The AAR provides a summary of lessons identified from a specific activation, with recommendations for improvement.

Tactical decisions are not determined at the EOC level. Tactics are to be determined at the field Incident Command Post (ICP) or Department Operations Center (DOC) level. All departments are to ensure that they have appropriate internal structures in place to control department operations at either the ICP or DOC level.

Executed this 17 day of March, 2011

A handwritten signature in dark ink, appearing to read 'A. Villaraigosa', is written over a horizontal line.

ANTONIO R. VILLARAIGOSA  
Mayor

## ATTACHMENT E: EXECUTIVE DIRECTIVE NO. 18



ANTONIO R. VILLARAIGOSA  
MAYOR

### EXECUTIVE DIRECTIVE NO. 18

Issue Date: March 17, 2011

**To:** Heads of all Departments of City Government

**Subject:** National Incident Management System

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#### Introduction

Homeland Security Presidential Directive 5 (HSPD-5) *Management of Domestic Incidents* called for the establishment of a single, comprehensive national incident management system. As a result, the U.S. Department of Homeland Security released the National Incident Management System (NIMS) in March 2004. NIMS provides a systematic, proactive approach guiding departments and agencies at all levels of government, the private sector, and nongovernmental organizations to work seamlessly to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life, property, and harm to the environment. This consistency provides the foundation for implementation of the NIMS for all incidents, ranging from daily occurrences to incidents requiring a coordinated Federal response. The NIMS document reflects contributions from stakeholders and lessons learned during recent incidents.

The Department of Homeland Security (DHS) requires a phased-in adoption and implementation of NIMS by state and local governments as a condition for federal preparedness assistance (through grants, contracts, and other activities). To be compliant, all local jurisdictions must affirmatively answer Compliance Metrics relating to 25 prescribed NIMS Compliance Objectives relating to five NIMS components: preparedness, communications and information management, resource management, command and management, and ongoing management and maintenance.

The government of the City of Los Angeles has the legal authority and responsibility to ensure that every Department supports all objectives required or underway in order for the City to achieve full NIMS compliance and therefore maintain the City's eligibility for federal preparedness assistance.

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Pursuant to this Executive Directive, the following instructions shall be implemented by Department Heads, including all Board and Commission members, General Managers, Directors and Administrators of Departments, Offices, Bureaus and Agencies.

**National Incident Management System Compliance**

All City Departments must:

- Adopt NIMS for all Departments/Agencies; as well as promote and encourage NIMS adoption by associations, utilities, nongovernmental organizations (NGOs) and private sector emergency management and incident response organizations.
- Designate and maintain a single point of contact within government to serve as principal coordinator for NIMS implementation jurisdiction-wide (to include a principal coordinator for NIMS implementation within each Department/Agency).
- Ensure that Federal Preparedness Awards (to include, but not limited to, DHS Homeland Security Grant Program and Urban Area Security Initiative Funds) support all required NIMS Compliance Objectives.
- Routinely include NIMS Compliance Objectives in all audits associated with Federal Preparedness Awards.

For the City of Los Angeles to effectively manage an incident, a host of preparedness activities—including planning, training, and exercises—must be conducted well in advance of any potential incident. All Departments must maintain or achieve compliance by the dates prescribed for each of the following NIMS Compliance Objectives:

All City Departments must:

- Revise and update emergency operations plans (EOPs), standard operating procedures (SOPs), and standard operating guidelines (SOGs) to incorporate NIMS and National Response Framework (NRF) components, principles and policies, to include planning, training, response, exercises, equipment, evaluation, and corrective actions.
- Promote and/or develop intrastate and interagency mutual aid agreements and assistance agreements (to include agreements with the private sector and NGOs).

EMD, as the lead coordinating City department for all EOC or related response training, must:

- Use existing resources such as programs, personnel and training facilities to coordinate and deliver NIMS training requirements.

All City personnel who participate in emergency preparedness activities and/or emergency response efforts (e.g. Emergency Operations Center (EOC), Department Operations Center (DOC), field, etc.) must complete the following training courses:

- IS-700 *NIMS: An Introduction* or equivalent
- IS-800 *National Response Framework (NRF): An Introduction* or equivalent
- ICS-100 *Introduction to ICS* training or equivalent
- ICS-200 *ICS for Single Resources and Initial Action Incidents* training or equivalent
- IS-300 *Intermediate ICS* training or equivalent

All emergency preparedness exercises which are participated in or designed or implemented by City Departments must:

- Incorporate NIMS concepts and principles into all appropriate State/Territorial/Tribal training and exercises.
- Plan for and/or participate in an all-hazards exercise program (for example, Homeland Security Exercise and Evaluation Program) that involves emergency management/response personnel from multiple disciplines and/or multiple jurisdictions.
- Incorporate corrective actions into preparedness and response plans and procedures.

All City Departments participating in emergency preparedness activities and emergency response efforts must:

- Apply common and consistent terminology as used in NIMS, including the establishment of plain language (clear text) communications standards.
- Utilize systems, tools, and processes to present consistent and accurate information (e.g., common operating picture) during an incident/planned event.

All City Departments must maintain the following requirements:

- Inventory response assets to conform to NIMS National Resource Typing Definitions, as defined by FEMA Incident Management Systems Integration Division.

- Ensure that equipment, communications and data systems acquired through State/Territorial and local acquisition programs are interoperable.
- Utilize response asset inventory for intrastate/interstate mutual aid requests (such as Emergency Management Assistance Compact (EMAC)), training, exercises, and incidents/planned events.

EMD must:

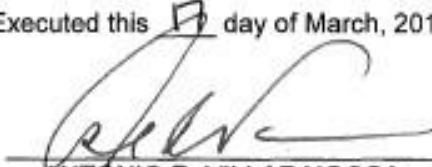
- Initiate development of a City-wide system to credential emergency management/response personnel to ensure proper authorization and access to an incident including those involving mutual aid agreements and/or assistance agreements.
- All departments must comply with EMD's request for information to complete the development of this system.

NIMS standard incident command structures are based on the following three key organizational systems: Incident Command Systems (ICS), Multi-Agency Coordination Systems (MACS), and Public Information Systems. All Departments must maintain compliance for each of the following NIMS Compliance Objectives:

- Manage all incidents/ planned events in accordance with ICS organizational structures, doctrine and procedures. ICS implementation must include the consistent application of Incident Action Planning (IAP), common communications plans, implementation of Area Command to oversee multiple incidents that are handled by separate ICS organizations or to oversee the management of a very large or evolving incident that has multiple incident management teams engaged, and implementation of unified command (UC) in multi-jurisdictional or multi-agency incident management, as appropriate.
- Coordinate and support emergency management and incident response objectives through the development and use of integrated MACS, (i.e. develop/maintain connectivity capability between local Incident Command Posts (ICPs), local 911 Centers, local/regional/State/territorial/tribal/Federal EOCs, as well as NRF organizational elements.)
- Institutionalize, within the framework of ICS, Public Information, (e.g., Joint Information System (JIS) and a Joint Information Center (JIC)) during an incident/planned event.

- Ensure that Public Information procedures and processes can gather, verify, coordinate, and disseminate information during an incident/planned event.

Executed this 7 day of March, 2011

  
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ANTONIO R. VILLARAIGOSA  
Mayor

## ATTACHMENT F: EXECUTIVE DIRECTIVE NO. 19



ANTONIO R. VILLARAIGOSA  
MAYOR

### EXECUTIVE DIRECTIVE NO. 19

Issue Date: March 17, 2011

**To: Heads of all Departments of City Government**

**Subject: Mayor's Emergency Response Council**

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#### **Introduction**

The City has the legal authority and responsibility to ensure that emergency planning, preparedness, response, and recovery activities exist to mitigate the effects of a disaster or an emergency impacting City infrastructure, residents, business and governmental service delivery. The City must maintain flexibility and be nimble enough to adapt to any type of emergency on short notice and with the highest level of efficiency.

All aspects of City government have a vested interest in ensuring the City's capability to preserve life, protect property, stabilize and resolve incidents, limit loss, and ensure continuity of operations and government.

Pursuant to this Executive Directive, the following instructions shall be implemented by Department Heads, including all Board and Commission members, General Managers, Directors and Administrators of Departments, Offices, Bureaus and Agencies.

#### **Mayor's Emergency Response Council**

There is hereby created the Mayor's Emergency Response Council (MERC), which will advise the Mayor on all actions that are related to response and recovery activities that will exist to mitigate the effects of a disaster or emergency.

The permanent members of the MERC will consist of the General Manager of the Emergency Management Department (EMD), who will act as Chair, Chief of the Los Angeles Fire Department (LAFD) and the Chief of the Los Angeles Police Department (LAPD), and the Deputy Mayor of Homeland Security and Public Safety or their designees as appropriate, as permanent members. All City Departments, including proprietary Departments, Bureaus and Agencies, Boards and Commissions will support the MERC as requested.

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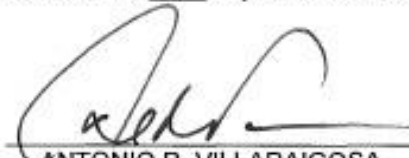
EMAIL: MAYOR@LACITY.ORG



The MERC shall convene upon request of the Mayor, any permanent member or any City Department, Office, Bureau or Agency. Upon such a request, the General Manager of the EMD will initiate a meeting or conference call with the Mayor's Office, LAPD, LAFD and any other department(s) that EMD and the Mayor deem necessary. EMD will coordinate the call by providing conference calling information and by providing e-mail and phone notification to the appropriate city department and agencies.

After each conference call or meeting, EMD shall distribute minutes of the call as both a historical record and so departments are clear about their responsibilities and commitments. From this conference call, a plan of action will be developed. This plan of action will be utilized by the City as an overarching strategy for the operation. In turn, this strategy will be used by the Planning Sections at both the Incident Command and the EOC to develop operational plans.

Executed this 17 day of March, 2011



ANTONIO R. VILLARAIGOSA  
Mayor



## ATTACHMENT G: EXECUTIVE DIRECTIVE NO. 23



ANTONIO R. VILLARAIGOSA  
MAYOR

### EXECUTIVE DIRECTIVE NO. 23

Issue Date: May 23, 2012

**To: Heads of All Departments of City Government**

**Subject: Individuals with Disabilities and Access and Functional Needs\***

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#### Introduction

According to the United States Census Bureau, 56.4 million Americans or one in every five persons has some form of disability. It is estimated that globally there are 650 million people with disabilities. Recognizing this, the City of Los Angeles Emergency Management Department (EMD), in coordination with the Department on Disability (DOD), has undertaken efforts to better prepare for and respond to the community—individuals, elected officials, City Departments, organizations, and emergency responders—to take appropriate and informed actions to prepare and respond in an emergency, as well as to empower individuals with disabilities and access and functional needs in response and recovery efforts. These efforts are important because history demonstrates that disasters can disproportionately impact individuals with disabilities and access and functional needs.

Disasters frequently create new physical and communication barriers and eliminate and/or lessen services available to everyone. For individuals with disabilities and access and functional needs, this creates the potential that their ability to perform certain functions that were previously possible, and/or their capacity to maintain independence, and/or navigate the available response and recovery systems will be impaired. Information before, during, and after an emergency can make a difference. Ensuring that preparedness and emergency information is accessible and available in multiple formats and provides content that addresses individuals with disabilities and access and functional needs is critical. Further, plans for sheltering, evacuation, transportation, and recovery, among other areas, must carefully integrate disability access and functional needs issues to ensure that they are considered and addressed

\*For the purposes of this document, "Individuals with Disabilities and Access and Functional Needs" will refer to "Children and Adults with Disabilities and Others with Access and Functional Needs."

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before a disaster occurs and can be responded to appropriately during and after the event.

Public agencies cannot wait until disaster strikes to start planning and training their staff to address individuals with disabilities and access and functional needs. Planning ahead will foster collaboration among government, non-governmental organizations, and community before, during, and after disasters.

### **Addressing the Whole Community**

The United States Department of Homeland Security, Federal Emergency Management Agency (FEMA) defines the term "Whole Community" as:

As a concept, Whole Community is a means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. By doing so, a more effective path to societal security and resilience is built. In a sense, Whole Community is a philosophical approach on how to think about conducting emergency management.

There are many different kinds of communities, including communities of place, interest, belief, and circumstance, which can exist both geographically and virtually (e.g., online forums). A Whole Community approach attempts to engage the full capacity of the private and nonprofit sectors, including businesses, faith-based and disability organizations, and the general public, in conjunction with the participation of local, tribal, state, territorial, and Federal governmental partners. This engagement means different things to different groups. In an all-hazards environment, individuals and institutions will make different decisions on how to prepare for and respond to threats and hazards; therefore, a community's level of preparedness will vary. The challenge for those engaged in emergency management is to understand how to work with the diversity of groups and organizations and the policies and practices that emerge from them in an effort to improve the ability of local residents to prevent, protect against, mitigate, respond to, and recover from any type of threat or hazard effectively.

The United States Department of Homeland Security, Federal Emergency Management Agency (FEMA) National Response Framework (NRF) defines the term "special needs populations" as:

Populations whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are

children; who are from diverse cultures; who have limited English proficiency or are non-English speaking; or who are transportation disadvantaged.

The United States Department of Homeland Security, Federal Emergency Management Agency (FEMA) defines the term "Functional Needs Support Services (FNSS)" as:

Services that enable individuals to maintain their independence in a general population shelter, and include:

- Reasonable modification to policies, practices, and procedures
- Durable medical equipment
- Consumable medical supplies
- Personal assistance services
- Other goods and services as needed

Children and adults requiring FNSS may have physical, sensory, mental health, and cognitive and/or intellectual disabilities affecting their ability to function independently without assistance. Others that may benefit from FNSS include women in late stages of pregnancy, elders, and people needing bariatric equipment.

For purposes of this Executive Directive, City Departments are to adopt the above definitions and are to take a "Whole Community" approach to preparing for, responding to, and recovering from emergencies, and for anticipating the emergency management needs of special needs communities and in providing functional needs support services.

Pursuant to this Executive Directive, the following instructions shall be implemented by Department Heads, including all Board and Commission members, General Managers, Directors and Administrators of Departments, Offices, Bureaus and Agencies.

#### **Responsibilities of All City Departments**

In accordance with federal law and the parameters set forth by the City of Los Angeles Emergency Management Department, all City Departments at all levels are directed to develop their respective emergency preparedness, response and recovery plans for the Whole Community for individuals with disabilities and others with access and functional needs. The Emergency Management Department and Department on Disability are directed to assist other City Departments, as requested, in implementing the instructions in this Directive by providing expertise, guidance, and technical assistance as needed to accomplish these goals.

All City Departments are directed to focus on the following areas, among others, when updating Emergency Plans and when conducting community outreach.

Communication:

There are many factors that must be considered to ensure effective communication to individuals with disabilities and access and functional needs prior to and during disasters and recovery. The following are areas to be considered in addressing communication access:

1. Early Warning Notification Systems
2. Emergency Alert Systems
3. Evacuations
4. Press Conferences
5. Websites
6. Press Releases

In developing communications systems or procedures for the City, it is essential that individuals with disabilities and access and functional needs are reached within the systems that are developed. Toward that goal, all Departments are to work toward developing and maintaining systems that will ensure effective communication to individuals with disabilities and access and functional needs in an emergency. Such systems can include:

- Obtaining and maintaining telecommunications devices for the deaf (TDD), text telephones (TTY) and/or equivalent software for communication with people who are deaf, hard of hearing, or who have a speech disability.
- Obtaining and maintaining videophone remote interpreting services (VRI).
- Ensuring that web-based activities and training are compliant with the Americans with Disabilities Act ("ADA") and with Section 508 of the Rehabilitation Act of 1973.
- Ensuring that existing public service announcements, brochures, preparedness booklets are available in alternative formats, and are being made available to as many communities as practical.
- Annual training and education of Public Information Officers to ensure that the information that people with disabilities will need are addressed in all public information documents and comments.
- Conducting outreach to agencies and caregiver organizations:
  - Partnering with these community-based organizations and agencies servicing individuals with disabilities, older adults and individuals who are deaf, deaf-blind and hard of hearing to ensure effective communication.
  - Partnering with medical provider organizations to include emergency preparedness materials in their waiting rooms and mailers.
- Conducting community outreach presentations.
- Developing a resource list of agencies and contacts.
- Developing an outreach protocol to access and functional needs populations.

- Identifying routinely distributed materials regarding emergency management and emergency planning, and make them available in alternative formats.

#### Evacuation/Transportation

The need to move people with physical and mobility disabilities in a disaster can be complex. Complications can be caused by a variety of factors including locating people that need to be transported, the medical condition of the individual, vehicle accessibility, pet and service animal needs, forced transport and liability issues. Evacuation planning and ensuring that the response is accessible for individuals with disabilities access and functional needs are inseparable.

In planning for transportation systems or procedures for the City to use in an emergency, it is essential that the needs of individuals with disabilities and access and functional needs are considered. Toward that goal, all Departments are to work toward developing and maintaining transportation systems that will ensure effective movement of individuals with access and functional needs populations. Such systems can include:

- Developing MOUs with transportation providers (private medical transport providers).
- Ensuring that all modes of transportation used in emergencies are properly equipped to address the potential needs of individuals with disabilities and access and functional needs.

#### Sheltering

Individuals with disabilities and access and functional needs have the right to access services in general population shelters just as any other individual. Emergency managers and shelter planners have the responsibility to plan accordingly to ensure that sheltering services and facilities are physically and programmatically accessible.

In order to effectively coordinate services for individuals with access and functional needs in general population shelters, a liaison between shelter management and the individuals should be identified and announced. It is imperative that plans integrate the resources necessary to allow for individuals with access and functional needs to maintain their independence and dignity during a time of disaster. The areas that plans need to address are:

1. Facilities
2. Assessments/Services
3. Equipment/Resources

In developing effective sheltering systems, it is essential that individuals with disabilities and access and functional needs are accommodated. Toward that goal, all Departments are to work toward developing and maintaining sheltering systems that will

ensure access and protection of individuals with disabilities and access and functional needs. Such systems can include:

- Surveying primary and alternative emergency shelters to determine ADA accessibility.
- Establishing protocols for coordination with mass care partners.
- Developing MOUs with mass care shelters.

#### Training

In order for City Staff to provide the best services available to individuals with disabilities and access and functional needs, Staff must be trained appropriately. Toward that goal, all Departments are to work toward developing and maintaining training programs that will ensure individuals with disabilities and access and functional needs receive appropriate services. Such training programs can include:

- An annual training, education and technical assistance program for all Public Information Officers in the City to ensure that the information that people with disabilities will need is addressed in all public information documents and comments.
- Training City personnel and volunteers in survey and shelter assessments.
- Training all Fire Battalions and Police Divisions on identifying and communicating with, and evacuation and transportation of individuals with disabilities.
- Integrating disabilities and access and functional needs issues into emergency exercises, drills and training, such as:
  - Exercising plans that include components tasking participants, at all levels, with addressing disabilities and access and functional needs issues.
  - Exercising evaluation criteria to address and assess the response to, and the management of, disabilities and access and functional needs specific exercise goals and objectives.
  - Exercising drills that include members of the disabilities and access and functional needs community.

#### Planning

In order to ensure the City is capable of providing services for individuals with disabilities and access and functional needs, appropriate planning must take place. Toward that goal, all Departments are to work toward developing and maintaining emergency plans that will ensure individuals with disabilities and access and functional needs receive appropriate services. Departments should consider the following in developing such plans:

- Integrate disability and access and functional needs and older adult elements into all plans.

- Develop MOUs with appropriate providers whose services may be needed in an emergency.
- Establish protocols and training exercises to ensure individuals with disabilities and access and functional needs will be provided all appropriate services in an emergency.
- Ensure that employees with disabilities are addressed in Departmental emergency plans.

#### **The Emergency Management Department and Department on Disability**

The Emergency Management Department (EMD) is the lead City agency responsible for directing and supervising the City's emergency management program to include: planning, preparedness, response, and recovery activities to mitigate the impact of natural, manmade and accidental incidents of high consequence. EMD is responsible for providing coordination, compliance, assistance, oversight and implementation of all emergency management activities, including but not limited to emergency plans, exercises, training, community outreach, Emergency Operations Center (EOC) readiness and response, and City recovery operations.

Through contemporary and effective coordination, management, and leadership, EMD will optimize the City's capability to ensure an effective and efficient City response and recovery operation to any natural, manmade, or accidental incident of high consequence.

The Department on Disability (DOD) is the lead City agency responsible for proposing, developing, and implementing policies, programs, services, and activities that will improve the quality of life for persons with disabilities; development and implementation of the City's federally mandated ADA Transition Plan, which is designed to guide the City into full ADA Compliance; and providing ADA Compliance training for City Departments and private entities.

The Department on Disability works closely with the City Commission on Disability to respond to the needs and concerns of citizens in the City of Los Angeles. The Commission on Disability advocates for people with disabilities and serves in an advisory capacity to the Department. The Commission holds public hearings on critical issues, identifies priority issues to be addressed, and makes recommendations to the Mayor and City Council to assure that persons with disabilities may participate without any hindrance in the community.

In accordance with Executive Directive No. 15, signed March 17, 2011, all City Departments were directed to prepare, implement, and maintain a departmental emergency plan and be familiar with and have a working knowledge of the City's Emergency Operations Master Plan and Procedures (Master Plan). All departmental emergency plans shall follow a Department Emergency Plan Template as determined by EMD, and shall comply with the City's Guidelines for Department Emergency Plans.

In support of the City Departments and the goals of this Directive, EMD shall update the Department Emergency Plan Template to reflect the Federal Emergency Management Administration's (FEMA) guidelines for addressing individuals with disabilities and access and functional needs during a disaster. All City Departments should seek the advice and expertise of EMD and DOD in updating their plans, and complying with the goals of this directive.

Executed this 23 day of May, 2012



ANTONIO R. VILLARAIGOSA  
Mayor



## **ATTACHMENT H: FEDERAL EMERGENCY SUPPORT FUNCTIONS (ESFs)**

The ESFs serve as the primary operational level mechanism for the Federal government to orchestrate activities to provide assistance to the City, State and tribal governments or to Federal departments and agencies conducting missions of primary Federal responsibility.

Each ESF is composed of Primary and Support Agencies. Primary Agencies are designated on the basis of authorities, resources, and capabilities. Support agencies are assigned based on their resources and capabilities in a given functional area. Several ESFs incorporate multiple components with Primary Agencies for each component to ensure seamless integration of, and transition, between preparedness, prevention, response, recovery and mitigation activities.

ESF	SCOPE
<b>#1 - Transportation</b> Coordinator: DOT Primary Agency: DOT Support Agencies: BTS, DOD, DOS, GSA, IAIP, USCG, USFS, USPS	<ul style="list-style-type: none"> <li>• Federal and civil transportation support</li> <li>• Transportation safety</li> <li>• Restoration/recovery of transportation infrastructure</li> </ul>
<b>#2 – Information Technology and Telecommunications (expanded)</b> Coordinator: NCS Primary Agency: NCS Support Agencies: DOC, DOD, DOI, FCC, FEMA, GSA, IAIP, S&T, USFS	<ul style="list-style-type: none"> <li>• Coordinate with Telecommunication Industry</li> <li>• Restoration/repair of telecommunication network</li> <li>• Cyber and Information Technology</li> </ul>
<b>#3 - Infrastructure (expanded)</b> Coordinator: FEMA Primary Agencies: USACE / FEMA / IAIP Support Agencies: DOC, DOD, DOI, DOL, DOT, EPA, HHS, TVA, USDA, VA	<ul style="list-style-type: none"> <li>• Infrastructure protection and emergency repair (USACE)</li> <li>• Infrastructure restoration (FEMA)</li> <li>• Engineering services, Construction Mgmt.</li> <li>• Critical Infrastructure Liaison (IAIP)</li> </ul>
<b>#4 - Firefighting</b> Coordinator: USFS Primary Agency: USFS Support Agencies: DOD, DOI, EPA, USFA	<ul style="list-style-type: none"> <li>• Firefighting activities on Federal lands</li> <li>• Resource support to rural and urban firefight operations</li> </ul>
<b>#5 - Information and Planning (expanded)</b> Coordinator: FEMA Primary Agency: FEMA Support Agencies: Red Cross, BTS, DOC, DOD, DOE, DOJ, DOT, EPA, GSA, HHS, NCS, NASA, NRC, TREAS, SBA, USCG, USDA	<ul style="list-style-type: none"> <li>• Information collection, analysis and reports</li> <li>• Action planning and tracking</li> <li>• Resource tracking</li> <li>• Science and Technology support</li> </ul>
<b>#6-Mass Care, Housing &amp; Human Services (expanded)</b> Coordinator: FEMA Primary Agency: FEMA / Red Cross Support Agencies: DHS, DOD, DOE, GSA, HHS, HUD, SBA, USDA, USPS, VA	<ul style="list-style-type: none"> <li>• Mass care (Red Cross)</li> <li>• Disaster housing (FEMA)</li> <li>• Human Services (FEMA)</li> </ul>
<b>ESF #7 – Resource Support and Logistics Management (expanded)</b> Coordinator: GSA Primary Agencies: GSA / FEMA Support Agencies: BTS, DOC, DOD, DOE, DOL, DOT, NASA, OPM, VA, USFS	<ul style="list-style-type: none"> <li>• Resource Support (GSA)</li> <li>• Logistics (FEMA)</li> </ul>

ESF	SCOPE
<b>ESF #8 - Public Health and Medical Services</b> Coordinator: HHS Primary Agency: HHS Support Agencies: FEMA, AID, DHS, DOD, DOE, DOJ, DOL, DOS, DOT, EPA, GSA, USDA, USPS, VA	<ul style="list-style-type: none"> <li>Public Health</li> <li>Medical</li> </ul>
<b>ESF #9 – Urban Search and Rescue</b> Coordinator: FEMA Primary Agencies: FEMA Support Agencies: AID, BTS DOC, DOD, DOJ, DOL, HHS, NASA, USFS, USCG	<ul style="list-style-type: none"> <li><del>Life-saving</del><u>Lifesaving</u> assistance</li> <li>Urban search and rescue</li> </ul>
<b>ESF #10 - Hazardous Materials Response</b> Coordinator: EPA Primary Agencies: EPA (Inland) / USCG (Coastal) Support Agencies: DOD, DOE, DOI, DOJ, DOS, DOT, FEMA., GSA, HHS, IAIP, NOAA, NRC, OSHA, S&T, Treasury, USDA	<ul style="list-style-type: none"> <li>Hazardous materials (hazardous substances, oil, etc.) response</li> <li>Environmental safety and cleanup</li> </ul>
<b>ESF #11 - Agriculture (<i>revised</i>)</b> Coordinator: USDA Primary Agencies: USDA Support Agencies: Red Cross, DOD, DOS, EPA, GSA, IAIP, S&T	<ul style="list-style-type: none"> <li>Nutritional services</li> <li>Agricultural production</li> <li>Animal health</li> </ul>
<b>ESF #12 - Energy</b> Coordinator: DOE Primary Agencies: DOE Support Agencies: DHS, DOD, DOI, DOS, DOT, NRC, TVA, USDA, IAIP	<ul style="list-style-type: none"> <li>Energy system assessment</li> <li>Repair/restoration</li> <li>Energy industry utilities coordination</li> <li>Energy forecast</li> </ul>
<b>ESF #13 - Law Enforcement (<i>proposed</i>)</b> Coordinator: DOJ Primary Agency: DOJ Support Agencies: BTS, DOE, DOI, IAIP, USCG, USDA, USPS, USSS	<ul style="list-style-type: none"> <li>Operational and personnel security</li> <li>Liaison between criminal investigation activities and response and recovery operations</li> <li>Inspector General activities</li> </ul>
<b>ESF #14 - Economic Stabilization, Community Recovery and Mitigation (<i>proposed</i>)</b> Coordinator: FEMA Primary Agencies: FEMA / DOC / HUD / Treasury / SBA Support Agencies: DOD, DOL, DHS, HHS, IAIP,	<ol style="list-style-type: none"> <li>Assess economic impacts</li> <li>Private sector coordination</li> <li>Long-term community recovery</li> <li>Mitigation response and program</li> <li>implementation</li> </ol>

ESF	SCOPE
<b>ESF #15 - Emergency Public Information and External Communications Annex (<i>proposed</i>)</b> Coordinator: DHS Primary Agency: FEMA Support Agencies: DOC, DOD, DOE, DOI, DOJ, DOL, DOT, DOS, EPA, GSA, HHS, NRC, USDA	<ul style="list-style-type: none"> <li>· Emergency public information</li> <li>· Protective action guidance</li> <li>· Media Relations</li> <li>· Community Relations</li> <li>· Congressional Affairs</li> <li>· International Affairs</li> </ul>

**EMERGENCY SUPPORT FUNCTION ACRONYMS**

Red Cross.....	American Red Cross
DHS.....	Dept. of Homeland Security
DOC .....	Dept. of Commerce
DoD .....	Dept. of Defense
DOE .....	Dept. of Energy
DOED .....	Dept. of Education
DOI .....	Dept. of Interior
DOJ .....	Dept. of Justice
DOL.....	Dept. of Labor
DOT .....	Dept. of Transportation
DOS.....	Dept. of State
EPA .....	Environmental Protection Agency
FCC .....	Federal Communication Commission
FEMA .....	Federal Emergency Management Agency
GSA.....	General Services Administration
HHS.....	Dept. of Health and Human Services
HUD .....	Dept. of Housing and Urban Development
IAIP .....	Office of Infrastructure Protection
JOC .....	Joint Operations Center
NASA .....	National Aeronautics and Space Administration
NCS .....	National Communication System
NOAA.....	National Oceanic and Atmospheric Administration
NRC.....	Nuclear Regulatory Commission
OPM .....	Office of Personnel Management
OSHA .....	Occupational Safety and Health Administration
SBA .....	Small Business Administration
S & T .....	Science and Technology Directorate
TREASURY.....	Dept. of Treasury
USACE.....	U.S. Army Corp of Engineers

USCG ..... U. S. Coast Guard  
USDA ..... U. S. Dept. of Agriculture  
USFS ..... U.S. Fire Service  
USPS ..... U.S. Postal Service  
USSS ..... U.S. Secret Service  
VA ..... Veterans Administration

## ATTACHMENT I: CALIFORNIA EMERGENCY FUNCTIONS

The California Emergency Functions (CA-EFs) lists and defines each CA-EF, identifies the lead state agency and the federal Emergency Support Functions (ESFs) with the closest similarities.

CA-EF Title	Definition	Lead Agency	Federal ESF
Transportation	Assists in the management of transportation systems and infrastructure during domestic threats or in response to incidents.	Business, Transportation and Housing Agency	ESF #1 – Transportation
Communications	Provides resources, support and restoration of government emergency telecommunications, including voice and data. Lead will transfer to the Office of the Chief Information Officer on May 1, 2009, upon implementation of the Governor's Reorganization Plan.	State and Consumer Services Agency or Office of Chief Information Officer	ESF #2 - Communications
Construction and Engineering	Organizes the capabilities and resources of the state government to facilitate the delivery of services, technical assistance, engineering expertise, construction management and other support to local jurisdictions.	State and Consumer Services Agency	ESF #3 – Public Works and Engineering
Fire and Rescue	Monitors the status of fire mutual aid activities. Coordinates support activities related to the detection and suppression of urban, rural and wild land fires and emergency incident scene rescue activities and provides personnel, equipment and supplies to support local jurisdictions.	California Emergency Management Agency	ESF #4 – Firefighting
Management	Coordinates and resolves issues among the CA-EFs in the four phases of emergency management to ensure consistency in the development and maintenance of the SEP annexes. During emergencies, serves in an advisory capacity to the EOC Director.	California Emergency Management Agency	ESF #5 – Emergency Management
Care and Shelter	Coordinates actions to assist responsible jurisdictions to meet the needs of victims displaced during an incident including food assistance, clothing, non-medical care and sheltering, family reunification and victim recovery.	Health and Human Services Agency	ESF #6 – Mass Care, Emergency Assistance, Housing and Human Services
Resources	Coordinates plans and activities to locate, procure and pre-position resources to support emergency operations.	State and Consumer Services Agency	ESF #7 – Logistics Management and Resource Support
Public Health and Medical	Coordinates Public Health and Medical activities and services statewide in support of local jurisdiction resource needs for preparedness, response, and recovery from emergencies and disasters.	Health and Human Services Agency	ESF #8 – Public Health and Medical Services

CA-EF Title	Definition	Lead Agency	Federal ESF
Search and Rescue	Supports and coordinates response of personnel and equipment to search for and rescue missing or trapped persons. CalEMA Law Enforcement supports and coordinates responses to search for, locate and rescue missing or lost persons, missing and downed aircraft, high angle rock rope rescue and investigations of missing person incidents that may involve criminal acts and water rescues. CalEMA Fire and Rescue supports and coordinates responses to search for, locate and rescue victims of structure collapse, construction cave-ins, trench, confined space, high angle structure rope rescue and similar emergencies and disasters and water rescues.	California Emergency Management Agency	ESF #9 – Search and Rescue
Hazardous Materials	Coordinates state resources and supports the responsible jurisdictions to prepare for, prevent, minimize, assess, mitigate, respond to and recover from a threat to the public or environment by actual or potential hazardous materials releases.	California Environmental Protection Agency	ESF #10 – Oil and Hazardous Materials Response
Food and Agriculture	Supports the responsible jurisdictions and coordinates activities during emergencies impacting the agriculture and food industry and supports the recovery of impacted industries and resources after incidents.	Department of Food and Agriculture	ESF #11 – Agriculture and Natural Resources
Utilities	Provides resources and support to responsible jurisdictions and in partnership with private sector to restore gas, electric, water, wastewater and telecommunications.	Resources Agency	ESF #12 – Energy
Law Enforcement	Coordinates state law enforcement personnel and equipment to support responsible law enforcement agencies, coroner activities and public safety in accordance with Law Enforcement and Coroner’s Mutual Aid Plans.	California Emergency Management Agency	ESF #13 – Public Safety and Security
Long-Term Recovery	Supports and enables economic recovery of communities and California from the long-term consequences of extraordinary emergencies and disasters.	SCSA and BTHA	ESF #14 – Long-Term Community Recovery
Public Information	Supports the accurate, coordinated, timely and accessible information to affected audiences, including governments, media, the private sector and the local populace, including the special needs population.	California Emergency Management Agency	ESF #15 – External Affairs
Evacuation	Supports responsible jurisdictions in the safe evacuation of persons, domestic animals and livestock from hazardous areas.	Business, Transportation and Housing Agency	N/A
Volunteer and Donations Management	Supports responsible jurisdictions in ensuring the most efficient and effective use of affiliated and unaffiliated volunteers and organizations and monetary and in-kind donated resources to support incidents requiring a state response.	California Volunteers	N/A